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ABSTRACT

This study examines the work of the Asia-Pacific Programme of Education for All (APPEAL) since its 1987 inception. Efforts to assess educational achievement at the local, regional, and national levels in Pakistan are examined with a view to achieving universal primary education; eradicating illiteracy; and providing continuing education in support of the above objectives. Chapters include: (1) "Educational Policies and Plans: An Analysis"; (2) "Status of Primary Education"; (3) "Underscoring Issues in Primary Education"; (4) "Adult and Non-formal Education"; (5) "National Policy of Education for All"; (6) "National Co-ordination Mechanism for APPEAL"; (7) "Planning Models for APPEAL"; (8) "Strategies for Achieving APPEAL Targets"; and (10) "Management Structures and Resource Support." Statistical data are presented, showing that the literacy rate is at 26 percent and less than 50 percent of the school-age children are in school. Suggested strategies to address the program goals focus on the government's Seventh Five-Year Plan (1988-93) providing access to primary school facilities within a distance of 1.5 kilometers from the child's home and further work on non-formal education programs. Twenty-nine statistical tables conclude the document. (EH)

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Preface

The Asia-Pacific Programme of Education for All (APPEAL) was launched on 23 February 1987 from New Delhi, India by the then Director-General of UNESCO.

Through regional co-operation APPEAL aims to facilitate the national efforts of the Member States in Asia and the Pacific with a view to:

a) Achieving universal primary education;

b) Eradicating illiteracy; and

c) Providing continuing education in support of (a) and (b) above.

After the launching of APPEAL, the Member States formed National Co-ordination Mechanisms for APPEAL to mobilize public opinion in favour of literacy programmes, primary education and continuing education, and strengthening those programmes at government as well as non-governmental levels. Many Member States have organized national special events like seminars and workshops to mark the launching of APPEAL in their respective countries. As of December 1989, 20 Member States have formed National Co-ordination Committees for APPEAL or designed existing organizations as National Co-ordination Mechanisms for APPEAL Afghanistan, Australia, Bangladesh, China, India, Indonesia, Iran, Japan, Laos, Malaysia, Maldives, Nepal, New Zealand, Pakistan, Papua New Guinea, Philippines, Republic of Korea, Samoa, Thailand and Viet Nam.

In order to assist the Member States to formulate national strategies to implement APPEAL in their countries, the UNESCO Principal Regional Office for Asia and the Pacific (PROAP) organized a Regional Workshop for National Co-ordinators of APPEAL in co-operation with the Ministry of Education and Government of Thailand in Chiangmai, Thailand August 1987. This workshop discussed and developed approaches and strategies to implement APPEAL at the regional, national and local levels. It was attended by 31 primary education, literacy, and continuing education experts from 16 Member States in Asia and the Pacific.

Tangible outputs of this regional workshop were national plans of participating countries and a regional plan of action for the implementation of APPEAL, as well as a sincere commitment from the participants of the countries represented to pursue with vigor the implementation of APPEAL.

UNESCO convened the first Meeting for Regional Co-ordination of APPEAL in Bangkok, Thailand, November 1988. Preparatory to this First Meeting for the Regional Co-ordination of APPEAL, UNESCO/PROAP requested the National Co-ordination Committee/Mechanism to conduct a National Study of APPEAL highlighting achievement, problems, policies and plans to achieve the goals of APPEAL.

The National Studies was submitted to the First Meeting for Regional Co-ordination of APPEAL which discussed the issues raised by the national studies and made a number of suggestions to UNESCO and the Member States for the improvement of plans, progress and strategies for achieving the goals of APPEAL.

UNESCO/PROAP is very grateful to the National Co-ordination Committee/Mechanisms for APPEAL and the National Commission for UNESCO in the Member States for providing the national studies and making it available for all people concerned. Unesco also acknowledge the contribution made by individual scholars to prepare the studies.

The national studies provide very valuable information, data and insight of planned and existing programmes in literacy, primary education and continuing education. UNESCO/PROAP is therefore, very happy to publish it and make it available for all interested.

Summary

Pakistan has an alarmingly low literacy rate of 26 per cent and today less than 50 per cent of its school age children attend schools. According to the 1981 census the national literacy rate of men is 35.05 per cent. 17.99 per cent of women are literate. The total number of illiterates recorded in the age group 15 years and above was 41 million. Considering that 45 per cent of the population is aged less than 15 years it can be assumed that the absolute number of illiterates in the country exceeds 50 million. If present trends persist Pakistan is likely to have 54 million adult illiterates in the year 2000.

Primary schools experience a drop-out rate of 50 per cent. It is known that at least half of the students who enter grade 1 drop-out before they reach grade 5. The highest rate of drop -out occurs between grades 1 and 2. 25 per cent of boys and 40 per cent of girls stop attending school before reaching the second grade. 50 per cent of schools have no buildings, teacher absenteeism is rampant and a large percentage of teachers lack even basic qualifications.

The government's Seventh Five-Year Plan (1988-93) proposes concentrating on the provision of primary education facilities to children in the age group 5-9 years. The plan aims to provide primary school facilities to every child within a distance of 1.5 kilometres from his or her home. The target primary school enrolment rate for 1992-93 is 77 per cent - 86.8 per cent for boys and 66.6 per cent for girls.

Non-formal education is an embryonic stage in Pakistan. With nearly 45 million illiterate adults in the country and half the school age population out-of-school non-formal education is thought to be an important means of raising the national literacy rate to between 50 and 60 per cent by the year 2000. Some of the likely developments in this field include: allocation of 5 per cent of the education budget over a period of 10 years; a greater role for television and radio in the promotion of non-formal education programmes; a greater role for NGOs in the planning and implementation of programmes; and the establishment of non-formal education centres in all industrial concerns and government offices. Continuing education programmes will be expanded.

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Cambay
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Anand
Vallabh Vidyanagar
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Neemuch
Chittaurgarh
Udaipur
Banswara
Dungarpur
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Palanpur
Mehsana
Himmatnagar
Idar
Modasa
Deesa
Radhanpur
Mehsana
Viramgam
Dholka
Bhavnagar
Amreli
Una
Diu
Veraval
Porbandar
Jamnagar
Rajkot
Morvi
Wankaner
Surendranagar
Dhrangadhra
Limbdi
Jhalawar
Kota
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Karauli
Dholpur
Bharatpur
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Nasirabad
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Chapter 1

Educational Policies and Plans: An Analysis

Education in Pakistan has been in a state of transition over the past 15 years. The contents of Education at different levels have been undergoing radical changes. New strategies are being evolved for the quantitative as well as qualitative development of education, priorities are being re-ordered and the share of education in national spending has been significantly increasing. During the first 25 years after independence, no major effort was launched to supplement and reform the wasteful and inadequate primary school system or to evolve a non-formal system of education. The latter was needed to attract and deeply influence the out of-school youth, the rural female population and illiterate adults employed in the agricultural and industrial sectors and different public services of country. During the 1970s and 1980s a large number of projects have been organized, a number of agencies have emerged on the scene, a wide-range of inputs and approaches have been evolved, sizeable budgets have been allocated for non-formal educational programmes and adult literacy, and considerable awareness has been generated about the seriousness of the problem of illiteracy in the country. One tends to feel that the huge void would soon be filled in but the real situation is far from satisfactory. Although the new developments on the much-neglected literacy front augur well for the future, their impact on the disadvantaged and illiterate population is only marginal. The broad features of the new non-formal educational order are:

1. Most of the initiatives and funds come from the Government.
2. Most programmes focus on basic literacy skills and the reading materials developed for different programmes lack the required emphasis on rural needs, vocational skills and different aspects of national development.
3. The paid literacy workers badly need training, motivation and links with the community. Most of them treat adult literacy activities as class-room teaching at a different level and in a different environment.

4. Overall coordination of adult education and non-formal educational activities also is the responsibility of the Government which provides finances to different organizations.

5. The mechanism for the monitoring and supervision of literacy activities and compilation of authentic data on the achievement of different types of programmes is not well organized. A number of non-governmental organization engaged in literacy work lack the infrastructure and basic facilities for promotion of functional literacy programmes in far-flung rural areas.

7. The role of media, radio and T.V. is peripheral. In the analyses and evaluations which follow, the impact of different institutions, programmes and policies on the universalization of primary education and eradication of illiteracy will be critically examined.

First Educational Conference

The first All Pakistan Educational conference was held in Karachi in November 1947, only two months after the establishment of Pakistan. The Founder of the State, Quaid-i-Azam Muhammad Ali Jinnah, himself presided over this Conference which laid down the ground-work for educational policy and planning in the country. Speaking on the occasion, the first Education Minister of Pakistan made an impassioned appeal for the strengthening of primary education in these words: "... Our first and foremost concern must necessarily be a determined and rigorous attack on the formidable problems of illiteracy and its evil consequences. It goes without saying that the existence of a large bulk of illiterate population constitutes a great menace to the security and well-being of the State. There is now general agreement that in its own interest the State should provide for its boys and girls, universal, compulsory and free basic education, which is the primary requisite of training in democracy. No less important is the provision of facilities for adult education which should aim at the banishing of ignorance through literacy, improving the general standard of living and breaking the centuries' old isolation of our vast rural community ....". These words are as true and applicable to present day conditions in Pakistan as they certainly were on the eve of independence. One of the major recommendations of this Conference was: "Free and compulsory education should be gradually raised to eight years". The recommendations of the Conference served as guidelines for the Provinces and the Federal Government for the reconstruction of education in the country.

Report of the National Commission on Education (1959)

The wide-ranging report of the National Commission on Education constituted by the Government of Pakistan was published in 1959. This was the first comprehensive and probing document on the problems and issues confronting education in Pakistan. In its chapter on Primary Education it sums up the position on the introduction of compulsory education as follows: "Compulsory education at the elementary stage is indispensable for skilled manpower and intelligent citizenship. For this purpose at least 8 years' schooling is required. The target should be to achieve five years' compulsory schooling within a period of 15 years." In the same chapter the Commission further notes: ".... We believe the time has come for us to accept the implementation of universal education as a part of our National

Policy and for fixing a target date for this implementation, whatever the difficulties". From December 28, 1959 to January 9, 1960, UNESCO organized a Regional Conference at Karachi where Education Ministers from 17 Asian countries met to discuss the strengthening of primary and compulsory education in Asia. The Karachi Regional Meeting of Asian representatives took note of "... the keen desire of the Governments and people of Asia to accelerate expansion and to provide a system of universal primary education, comparable in quantity and quality to that already established in the countries of the world, within a reasonable period.". The Conference adopted a Plan, known as the Karachi Plan, which required that every country in the region should provide a system of universal compulsory and free education of at least 7 years' duration, within a period of not more than 20 years or by 1980. The Karachi Plan failed to impart an impetus to the development of Primary education in Pakistan and, while other Asian countries concentrated their efforts on meeting the target of the Karachi Plan, the education planners in Pakistan, by and large, ignored the Plan and continued to divert the meagre educational resources of the country to higher education. The Commission on students' problems and welfare, established in 1964, somewhat candidly observed: "We are satisfied that the Government was fully alive to its responsibility for providing universal and free primary education, and is doing all that its resources permit. To ask it to do more at this stage would be asking for the impossible, for it takes time to put up buildings and to train teachers.... It appears that the stage for imposing compulsion is not yet in sight and the target year of compulsory schooling is receding ever farther.....". These comments of a prestigious commission reveal the inner conflict and contradictions which have constantly plagued and down-graded the primary sector. Our inability to "do more" for primary education has cost the nation dearly and we have about 50 million illiterates in the country today. Irreversible damage has been inflicted on the nation by short-sighted decisions.

Formulation of Policies

To improve the ever-deteriorating condition of primary education and literacy in the country a number of policy measures were announced from time to time, but in the absence of consistent and sustained action no tangible results have been forthcoming. In July, 1969 the Government announced the 'Proposals for a new Education Policy' which, in a separate chapter on "Literacy and National Development", stated emphatically that "... popular education with the objective of creating a literate population should be accorded the first priority in educational policies.". This policy envisaged the establishment of a National Literacy Corps for promoting literacy on an extensive scale. The Education Policy announced in March 1972 aimed at "... eradicating illiteracy within the shortest possible time through universalization of elementary education and a massive adult education programme.". Two distinctive features of this policy were contained in two recommendations. The first measure reads: "Education will be made free and universal up to class X for all children throughout the country. However, due to our limited resources, this will be achieved in two phases. First phase will start from October 1, 1972 and the second from October 1, 1974.". The second measure provides: "Depending on the response and reciprocity, it is anticipated that primary education up to class V will become universal for boys by 1979 and for girls by 1984...". In the National Education Policy announced in October 1978, it was stated that: "All boys of 5 years' age will be enrolled in schools by 1982 and girls by 1987. Thirteen thousand new primary schools, five thousand mosque

schools, and five thousand Mohalla schools will be started, and a National Council on Adult Education will be established to supervise and coordinate activities relating to adult literacy programmes in the country.". A revised "National Education Policy and Implementation Programme" was announced in 1979 and in its chapter on Primary Education it was stated that: "Universal primary school enrollment of boys will be attained by 1986-87. In the case of girls, universalization will be achieved by 1992.". According to this policy funds allocated to primary education have been made non-transferable to any other head of account. The targets announced in all the policy formulations have been ambitious and beyond the reach of resources mobilized for the purpose. No earnest efforts have ever been made to reach anywhere near the targets announced.

Constitutional Protection

The 1962 Constitution of Pakistan accords a special place to compulsory and universal Primary Education in its chapter on Basic Principles of Policy, in these words: "Illiteracy should be eliminated and free compulsory primary education should be provided for all.". In its article 37, the 1973 constitution of Pakistan states: "The State shall remove illiteracy and provide free and compulsory education within minimum possible time and make technical and professional education generally available and higher education equally accessible to all on the basis of merit.". The question of legislation on compulsory education has remained under the active consideration of the provincial Governments since the time of independence. Such a legislation would have been a tribute to the foresight and wisdom of the founder of our state, the Qaid-i-Azam, who in 1912 while supporting the Elementary Education Bill in the Indian Legislative Council had emphatically asserted: "In no country has elementary education become universal without compulsion. It is the duty of every civilized Government to educate the masses... Are you going to keep millions and millions of people trodden under your feet for fear that they may demand more rights? Are you going to keep them in ignorance and darkness for all ages to come because they may stand up against you and say that we have certain rights and you must give them to us?". The reverberations of the words of our "Qaid" have ceased in our minds. While more than 50 per cent of our school age children remained out of school on account of non-availability and shortage of schools, legislation for compulsory education could serve no useful purpose except enshrining a national ideal. In 1967, the West Pakistan Assembly passed an Adult Education Act under which it was made obligatory for all teachers to teach in adult literacy centres during summer vacations and all illiterate adults failing to attend literacy classes were made liable to heavy fines. In addition to this enactment, the Sind Primary Education Act providing for compulsory primary education was made applicable to the entire area of West Pakistan (now Pakistan) through an ordinance in June, 1962. None of these unrealistic coercive provisions were actually implemented and illiteracy in the country continued to spread unhindered at ever-accelerating speed.

Primary Education and Five-Year Plans 1955-1988

The six five-year Plans implemented from 1955 to 1988 underline the extent to which the educational policy decision of the Government could be translated into matching budgetary provisions for the attainment of important physical targets. The gap between allocations and actual spending has been deplorably wide. So too has the gap between the inefficient

mechanisms devised for the translation of plans, policies and programmes into action and the tasks for which the Plans assumed responsibilities been deplorably wide. The first Five-Year Plan (1955-60) made a meagre allocation of Rs.50 million for "paving the way for making primary education free and compulsory by 1976". This Plan allocated only 20 per cent of the educational budget to primary education but the more disturbing aspect of the Plan was that only 37 per cent of the allocation could actually be utilized by the primary education sector. The second Five-Year Plan (1960-65) proposed achieving the "goal of compulsory Primary Education for the age-group 6 to 10 years within ten years", and allocated Rs.65.4 million for primary education, out of a total of Rs.395.5 million for the entire educational sector. The Plan aimed at raising the participation rate at the primary level to 56 per cent in 5 years, but, again, only 27 per cent of the actual allocation made to the primary sector could be utilized and the remaining amount was transferred to higher levels of education. The Third Five-Year Plan (1965-70) provided Rs.68.5 million for primary education, while aiming at "achieving the goal of universalization of free and compulsory education by 1980". The Third Five-Year Plan funds for education were utilized only to the tune of 61 per cent, and out of a target of 215 thousand new primary schools, only 4 thousand were actually opened. The fourth Five-Year Plan (1970-75) had to be shelved on account of disturbed conditions in the country, and over eight years up to 1987, a total amount of Rs 444 million was spent through annual development plans. The period 1970-75 was dominated by the nationalization of the private sector and provision of totally free educational facilities up to the secondary level. The total educational expenditure increased from Rs.700 million in 1970-71 to 1200 million in 1972-73 and to Rs.1740 million in 1974-75. The targets of UPE for boys by 1979 and for girls by 1984 were not met, even half way.

Fifth Five-Year Plan

The Fifth Plan (1987-83) originally earmarked Rs 9.6 billion, 7.5 per cent of the public sector outlays, for education but the actual expenditure was Rs 5.6 billion. Despite overall increases in the resources of the Plan the share of education was reduced to half. The Plan established targets of "universal enrollment of boys in grade I by 1982-83 and 90 per cent enrollment in grades I to V by 1986-87". Similar targets were not envisaged for girls, but the targetted 58 per cent increase in enrollment over the five years of the Plan demonstrated the intention to close the enrollment gap between boys and girls. The need for extraordinary efforts, including compulsion, was mentioned. Fifth Plan allocations reflected increased emphasis on primary education, with primary education spending exceeding the separate allocations for secondary and higher education for the first time, but the development expenditure for primary education was not adequately enhanced. A special provision of the Plan sought to prevent funds allocated for primary education from being transferred to other levels, but this provision was never actually enforced. The Plan set an enrollment target of 5.9 million for boys and 2.685 million for girls, but realized 22 per cent of the target for boys and 31 per cent of the target for girls. The Plan proposed to raise the participation rate for boys from 73 per cent in 1978 to 90 per cent, and for girls from 33 per cent in 1978 to 45 per cent. What was actually accomplished was marginally higher than the participation rates we had achieved in 1977-78. In 1982-83 the participation rate worked out to be 63 per cent for boys and 32 per cent for girls.

Sixth Plan and Primary Education

The Sixth Plan (1983-88) attempted to make a departure from the frustrating situation arising out of the successive and massive short-falls of the earlier Plans. This Five-Year Plan provided a record sum of seven billion rupees for the development of educational facilities at the primary level. The overall participation rate of children in primary schools was targetted to increase from 48 per cent in 1982-83 to 75 per cent in 1987-88. This implied that over 5 million additional children would be provided with primary schooling, an increase of 80 per cent over the base year enrollment of 6.8 million children. The 6th Plan sharply focused on primary education and proposed drastic changes in sectoral priorities. The 6th Plan strategy was based on support and reinforcement of: i) primary education ii) a mass literacy programme iii) a lower spending on higher education iv) increasing the enrollment of girls v) improving and expanding basic educational facilities in rural areas. The Plan called for a 200 per cent increase in enrollment over 5th Plan levels and increasing the share of education from 4.6 per cent to 8.3 per cent. The targets set for primary education were ambitious and included 90 per cent enrollment of boys and 60 per cent enrollment of girls, leading to a national average enrollment of 75 per cent of the primary school age-group by 1988. The Plan also aimed at making 5 years of schooling obligatory for all children of the relevant age-group. For the opening of 40 thousand new mosque schools, improvement of 24 thousand existing primary schools, provision of two teachers for the elementary stage comprising grades 1 to 3, and additional one teacher for grade 4 and one for grade 5, and creation of separate agencies for the implementation of primary education programmes at the Federal, Provincial and local levels, a Special Development Programme was organized for which 3.5 billion out of a total of 7 billion rupees were allocated. The remaining 3.5 billion rupees were placed at the disposal of the provinces to implement their on-going programmes in primary education. The first three years of the Plan did not show results according to expectations. The Special Development Programme could not be successfully implemented and the provincial primary education programmes remained under-financed.

While appraisals of the 6th Plan are being carried out by experts, from the data already available at the conclusion of the Plan, it is once again clear that most of the targets of the Plan have proved to be ambitious and unrealistic. The average actual expenditure on primary education during the Plan period has not exceeded 31 per cent, the increase in enrollment over the 1982-83 level has not exceeded 25 per cent in comparison with the target of 200 per cent increase and the participation rate hardly approaches the 55 per cent mark. But it can be said with a fair amount of certainty that the 6th Plan has fared better than other Plans for the improvement of Primary Education. In 1987-88, the closing year of the 6th Plan, according to the figures released by the Planning division on the performance of the 6th Plan, the total participation rate at the Primary level is 63.5 per cent, 79.5 per cent for boys and 45.7 per cent for girls; total enrollment in classes I to V is 18.2 thousand; and the number of additional mosque schools started is 17.2 thousand. Despite financial shortfalls, the 6th Plan performance in the primary education sector has been relatively satisfactory.

Seventh Plan Priorities

The 7th Plan (1988-93), launched in July 1988, proposes concentrating on provision of primary education facilities to all children in the age-group of 5 to 9, which in the view of

the planners constitutes the only route to a high literacy rate, although it can be time-consuming. The Seventh Plan aims at providing schooling facilities to every child within a distance of 1.5 Km, so that no child is deprived of basic education due to the lack of a school in the vicinity of their home. The Plan envisages creating 100 per cent infrastructure facilities for meeting this target. This would include buildings for most of the shelterless schools, besides opening new schools and adding classes to existing schools. The Plan also emphasizes the reduction of the disparity in the availability of school facilities for boys and girls, as well as in the urban and rural areas. The target enrollment rate identified by the 7th Plan for 1992-93 is 77 per cent, 86.8 per cent for boys and 66.6 per cent for girls.

Broad Range of New Programmes and Agencies

In the wake of new policies and plans for raising the literacy rate of the country and universalizing enrollment at the primary level of education, wide range of programmes, inputs, innovative mechanisms, centres, agencies and projects have been created which have prospects of serving as catalytic agents for the development of education at the elementary level after striking deeper roots. The national efforts for providing primary education for all children and establishing adult education facilities for millions of illiterates in the country have all along been weakened by lack of financial resources, poor motivation of the masses and inhibitions keeping the female population, especially in rural areas, out of the existing conventional educational process. it is clear that a linear development of the formal system cannot take us anywhere near the goal of universalization, whatever the resources we may pump into elementary education sector. In situations like this different countries have adopted different strategies. The Communist countries have their compulsive, all-embracing and resource intensive approach. Countries like Sri Lanka, Korea and Philippines have diverted massive funds to the primary level, created high levels of motivation of their masses, strengthened both their primary and non-formal systems of education, and resolutely pursued the goal of universalization from the sixties, and have achieved spectacular results. Once the take-off stage is reached, there is no going back. Developing countries like Pakistan, which have all the ambitious plans but no well built infrastructures for implementing the plans with consistency and determination, and which find it difficult to set apart the required minimum of 5 per cent of the GNP or 20 per cent of the annual budget for education, have dismally failed to generate demand for education and powerfully motivate the masses, particularly women, to fully avail themselves of educational facilities provided at a tremendous cost. Such countries are desperately in search of an effective multi-channel non-formal framework of education offering a judicious mix of literacy with useful skills capable of attracting adult illiterates as powerfully as a school attracts school-age children. Pakistan has to find its own methodology to educate its millions of people, both young and old, in vocational and literacy skills. We will briefly describe the role and the developing potential of the programmes and structures of some of the new agencies and institutions now in operation.

Allama Iqbal Open University (AIOU) Islamabad

Allama Iqbal Open University (AIOU) Islamabad established in 1974 is a pioneering institution striving to develop a viable distance education system in the country. The system aims at extending a wide variety of educational activities to the people's doorsteps in both rural and urban areas, and caters to those for whom learning and training in traditional

institutions is difficult because of the limitations of time, space and curricular requirements. The AIOU operates through four programmes: 1) general education; ii) teacher education; iii) functional education; iv) research and rural development. This university has made it possible for a section of the labour force to improve their skills without leaving their homes, jobs or farms. The university's functional educational courses make use of print, radio and television components. To start with the university carried out extensive investigation into ways and means of providing a basis for more effective literacy training for adults. It developed materials for training literacy workers and reading materials for illiterate adults, and designed its literacy projects and programmes on the basis of the past and existing practices of adult literacy in the country. The preliminary field investigations of the university focused on six themes: i) incentives for motivating adult learners; ii) suitable formats of materials; iii) impact of literacy on neo-literates; iv) rate of unlearning among literate adults; v) cultural influences promoting or retarding literacy; and vi) innovations which strengthen literacy capacities of learners. Two of the most innovative and successful projects launched by the AIOU were: Integrated Functional education Project (IFEP) and Functional Education Project for Rural Areas (FEPRA). These two projects have paved the way for a large number of non-formal educational projects in the country. These projects have produced a new body of knowledge, comprising new teacher training techniques, new teaching methodology and materials designed to reach and influence rural men, women and youth all over Pakistan. Brief descriptions of the two projects will indicate how instrumental AIOU can be in the eradication of illiteracy in the country in the years to come.

Integrated Functional Education Project (IFEP)

This was a research-oriented functional education project started in 1975 in collaboration with UNESCO which funded the programme. The AIOU developed through practical teaching-learning experience a package which could be taught in one year, and enable the students to learn some marketable skills along with literacy. Instead of utilizing a traditional curriculum, this material was developed on the basis of need assessment surveys on topics related to health, nutrition, agriculture, poultry-farming and home-management skills. The university developed these packages in three major languages, namely Urdu, Sindhi and Pushto, and placed these packages at the disposal of provincial Governments for use in their literacy programmes. The project was originally organized in Daultala, near Rawalpindi, in the Punjab, and later similar projects were organized in Bhit Shah in Sind, and Sarai Naurang in NWFP. The projects opened 173 Centres and provided limited functional literacy to 6,670 persons. Each IFE cycle spread over 18 to 20 weeks, and during this period learners were able to read and write about 60 words and write numerals from 1 to 100. Sewing machines were provided by AIOU to different centres and tailoring experts and craftsmen were engaged on honorarium-basis to impart training to females. women participated enthusiastically in the programmes and benefitted immensely from these experiments. The Project produced useful and well researched instructional materials and trained 273 teachers in its methodology. The University had plans to launch a similar project in Baluchistan also but has not been able to do so for a number of reasons.

Functional Education Project for Rural Areas (FEPRA)

The AIOU designed an innovative research project under the title functional Education Project for rural areas (FEPRA), with assistance from the U.K. to develop a strategy to provide education for the uplift of rural people. The project was set up in Dinga in Gujarat District in the Punjab, in 1982 and was completed in June 1985. In-depth study of the area covered by the Project and design of courses by a special team of experts, called the Rural Course Production Team, were the special features of this project. Audio-cassettes, flip charts, wide-ranging discussions and learning activities including practicals, were some of the major components of FEPRA courses. Each group consisted of 15 to 25 learners and in the three cycles of the project in all 125 groups were formed in a project area of 200 villages. Training of group leaders at local levels was given the greatest attention and highly instructive teaching materials were produced for the group leaders. Contacts were established with social welfare and rural development agencies and organizations, both governmental and non-governmental, to maximize the achievements of the project. The strategy and techniques developed for the outreach system were highly successful. The programmes tested by the project included, childcare, poultry-keeping, livestock care and electrician's technical training. This project has generated a reservoir for feedback to the fast-expanding functional educational programmes of the university. The AIOU has a very broad base, which includes instruction for award of certificates, diplomas and degrees and post-secondary and part-time courses and continuing programmes in the field of literacy and functional education.

Primary Education Projects

An Experimental Primary Education Project launched in 1979, with a total allocation of Rs.170 million, including a World Bank contribution of 10 million US Dollars, was the first major effort in the country to carry out experiment with a mix of inputs with a view to determining those inputs which promised to be most effective for achieving the goals related to the universalization and renewal of primary education in Pakistan. The project was launched in the selected districts of all the four Provinces of Pakistan covering 4,100 Primary Schools in the rural areas, ten thousand school teachers and nearly 600 thousand school children. The project assisted the Central and Provincial Governments to establish new schools and strengthen existing school facilities, improve teacher-training programmes, strengthen and expand school supervision and improve instructional materials. The project, which was completed in 1985, produced a number of significant results: i) improvement in the quality of instruction through increased supervision, on-the-job training of teachers by a new cadre of Learning Coordinators, and provision of instructional materials; ii) improved female access through the provision of basic physical facilities like boundary walls in girls' schools; iii) reduction of costs through the lowering of the drop-out rates brought about by measures such as the appointment of assistant teachers in rural areas.

The on-going Second Primary Education Project launched in 19 districts of the three participating Provinces of Sind, NWFP and Baluchistan at a cost of Rs.1168.525 million is the follow-on Primary Education Development and Expansion Project which continues to support the main elements of the experimental Primary Education Project and envisages new approaches for construction of school buildings and in-service training of teachers. The Third Primary Education concentrates entirely on the Punjab Province and its primary

objective is to support the broad goal of the Government to achieve universal primary education by the year 2000. The specific objectives of the Project, estimated to cost 208 million dollars, will be to: i) develop and strengthen institutional capacity to plan, manage and implement the investment programme; ii) support the development and institutionalization of policy reforms; and iii) assist in the introduction of innovative components in the programme. Measures such as the establishment of an independent Civil Engineering Cell to implement the school construction programmes, restructuring of the school Directorate through the creation of an independent Directorate for the Primary level to strengthen supervision, reorganizing of Curriculum Development Bureau and Provincial Education Extension Centre in the Punjab, development of a communication/demand generation programme, and provision of incentives for the career development of primary school teachers, are likely to change the face of Primary Education in the province. The Project activities are expected to increase enrollments, improve efficiency, and raise the quality of instruction in eh largest Province in the country. with the signing of the agreement with the World Bank in 1988, the first phase of the project has been initiated and the Project is planned to be fully implemented by 1993. The third primary education project will, like the first project, create an improved research capability, facilitate collection of reliable data, integrate national and provincial activities and institutions, evolve new structures of administration and techniques of management related to project implementation, and lay firm foundations for a sound and purposeful system of Primary Education in the country.

Literacy and Mass Education Commission (LAMEC)

In pursuance of a decision of the Federal Cabinet, the Government of Pakistan established a Commission in 1981, as part of the Federal Ministry of Education, for the organization of Non-formal Education facilities for illiterate adults and out-of-school youth on a national scale. This semi-autonomous body, headed by a full-time chairman, is known as the Literacy and Mass Education Commission (LAMEC). After making a cautious and slow start the Commission is beginning to focus its activities on adult literacy. The establishment of the Commission was announced in February, 1981 to mark the auspicious advent of the 15th Hijra century of the Islamic calendar. It was constituted primarily to involve strategies of formal and non-formal mass approaches for the eradication of illiteracy and promotion of functional literacy in the country. During 1987-88 the Commission was provided with a budget of Rs.960 million, as against Rs.50 million allocated to it in 1984. In the initial stages the Commission produced primers and literacy materials, launched a vigorous campaign for literacy, adopted a number of governmental measures for encouraging literacy activities, sponsored a number of radio and television programmes, and publicized the President's 10-point literacy Programme, but failed to evolve an infrastructure which could set in chain a reaction in the provinces and take the country forward on the path of literacy. A number of literacy centres were set up on an experimental basis and the "Iqra" Literacy Programme based on the `each one teach one' approach was introduced in the Islamabad area. All of these efforts hardly touched the fringe of the problems and issues arising out of the inadequacy of the formal primary education system and non-existent sector of non-formal and adult education. Beyond celebrating the International Literacy Day, awarding prizes to different institutions and organizations for dubious achievements and attracting the attention of the press through controversial and unrealistic literacy schemes, the Commis-

sion hardly achieved much. At one stage LAMEC made it obligatory for all students appearing in public examinations at the college or school levels to produce certificates showing that they had taught and converted at least one illiterate into a literate person. In the absence of a nationwide network of facilities for literacy work, students and educational institutions resorted to producing fictitious records for the satisfaction of the Commission. The credibility of the Commission suffered due to such ill-conceived plans.

In July, 1986 the LAMEC launched an ambitiously planned project to provide non-formal education to boys and girls of ten years and above. The commission decided to set-up 22 thousand schools called 'Nai Roshani' or "drop-in" schools in all the districts of the country, except Rawalpindi, and the main thrust of this project was focused on rural and under-developed regions of the country. The workers and supervisors, collect data and compile reports on the response of different age-groups and sections of population to the facilities established by LAMEC and maintain a supply line of teaching and literacy materials,, as well as a number of other badly needed inputs. The Commission also supports the "Iqra" Literacy Programme in the suburbs of Islamabad and Rawalpindi, and under this programme every literacy worker is paid one thousand rupees as reward for making one illiterate person capable of reading and writing. This programme has a limited scope but is believed to be quite popular in offices, factories and jails, etc. LAMEC has set before itself the difficult target of producing 15 million literate persons over the period of 12 years up to the year 2000. If it could effectively perform its major functions, such as coordination of all NFE activities in the country, support of locally organized viable and on-going NFE programmes, monitoring and strengthening of the NFE activities organized by NGOs producing reliable data for the planning of NFE programmes, judicious funding of those programmes and projects of adult and continuing education which can attract the masses in different localities and regions, and above all prepare a national NFE plan of activities, not to be centrally implemented by it but efficiently supervised and controlled by it, then its role in the development of literacy in the country will grow in stature and strength.

Pakistan Television's Adult Functional Literacy Project (AFLP)

Recognizing that television is a potentially powerful resource for the spread of literacy, the Education Division of the Pakistan Television Corporation prepared a proposal in August 1973 for a pilot project for imparting functional literacy to adults in Pakistan. The UNICEF, after examining the Project in consultation with UNESCO, agreed to provide a grant of 220 thousand US dollars to cover a major portion of the project costs. The PTV planned the entire programme in collaboration with Adult Basic Education Society (ABES) of Gujranwala (Punjab). An intensive teacher-training course of 20 tele-lessons was telecast from August 2 to 14, 1975. The Integrated rural Development Programme of the Government undertook to establish and supervise 50 community viewing centres. The first pilot project was launched on October 12, 1975 and its cycle was completed on April 30, 1978. Each half-hour tele-lesson was transmitted twice a day, except of Fridays, in the afternoon for women, and in the evening for men. Thus began that historic first phase of the Adult Functional Literacy (AFL) of the PTV which enabled thousands to acquire the skills of reading, writing and arithmetic. The sixth and final cycle of the AFL Project concluded on May 19, 1981. In the first cycle, 190 CVC's were set up with an enrollment of 17 thousand and 24 thousand respectively. Maintenance of the Centres and television sets, payment of honoraria to instructors, training of teachers and planning and production of lessons needed

adequate financial support. Finalizing the format of the primer tele-lessons involved painstaking experimentation. A number of improvements were introduced by experts in the final recordings. The functional tele-lessons following the primer were woven around 15 booklets, graded in terms of their vocabulary and moving from simple to progressively more complex sentences. Subjects such as, health, hygiene, nutrition, child and maternal care, sanitation, home economics and basic agricultural practices were introduced in story form in the context of family relationships. The course of 20 tele-lessons for AFL teacher-training dealt with all aspects of imparting functional literacy to adults and was based on ABES handbooks for AFL teachers. The community viewing centre, with a TV set, a conducive atmosphere, a trained instructor supervising and guiding about 15 viewers, facilitating the exchange of views between the viewers and instructional tool. The average cost of making an adult literate through TV is Rs.108 per capita, as compared to the per capita cost of Rs.650 for formal primary education. Financial constraints have prevented the AFL Project from going beyond the experimental stage.

The Primary and Non-formal Wing of the Ministry of Education, in collaboration with UNESCO, launched the Experimental Pilot Project Integrating Education and Rural Development (EPPIERD) in 1977. The overall aims of the Project were to develop and test feasible structures, curricula, methodologies, textbooks and instruction aids for children young people and adults in rural areas; to establish educational services for primary school leavers and those needing pre-vocational training; to develop new communication and learning techniques, such as, radio and community audio media; and to assist in the training and retraining of educational personnel. Women Education Centres, two mosque schools and one Mohalla School were established in the rural area of the Federal Capital territory, Islamabad, during the period form October, 1977 to February 1978. on the basis of the reviews and evaluations of EPPIERD, the project was reorganized and renamed as Rural education And Development (READ) in 1980. READ undertook to pursue the objectives laid down by EPPIERD in 20 selected villages in the vicinity of Islamabad. Before launching the Project, surveys of the project area, meetings with community leaders for organizing village education committees and workshops for training heads of institutions and educational personnel, were organized. The programme package of READ consisted of five components: i) village workshops for training in skills; ii) women Education Centres equipped with sewing machines under the supervision of experts in sewing, knitting and embroidery; iii) community viewing centres offering television programmes and 6-month literacy courses; iv) mohalla schools for girls and the school-going age set-up in the home of venerable of old ladies well-versed in religious teachings; v) mosque schools with Imam as the teacher, in villages where no primary school existed. The Project was evaluated in 1984-85 and it was found that the financing through their marketable products, the achievement levels of learners form mosque schools were as high as those form Government schools and community participation in development efforts increased on account of project activities. The allocation for the Project for 1984-85 was RS.600.0 thousand and the number of villages over which the Project activities were extended was 57. More than seven thousand persons benefitted from the Project. this Project has made a good beginning for the creation and development of viable and effectives institutions conducive to self-development and fulfilling the felt needs of the rural population. The programme developed by the Project could be replicated and renewed in the Provinces.

Adult Basic Education Society (ABES), Gujranwala

A non-governmental organization called the Adult Basic Education Society (ABES) came into limelight during the presentation of PTV's Adult Functional Literacy Programmes. This is a private organization founded by a dedicated educationist of Gujranwala, Mr. Vincent Das, who conceived the idea of providing effective adult literacy classes in the Punjab in 1947. From 1963 onwards the Society has focussed its attention on developing a model system for the operation of functional educational programmes for the masses. After years of patient experimentation and continuous refinement of the programmes, the ABES now has the potential to reach 20 thousand students for a 6 month course, using 800 specially trained teachers, at 200 village centres, with a 20 per cent drop-out rate. Largely on the strength of its techniques for teacher training and supervision, teaching materials and methodology evolved, concentration of its activities in areas where the level of motivation of the population was high, and deep involvement of the village leaders at every stage in the planning and implementation of the programme, the society has achieved very encouraging results. The ABES operates as a private non-profit-making organization and was registered as a voluntary social welfare agency with the Social Welfare Department of the Government of the Punjab in 1972.

The Society developed in 1972 a unique Project called the Life-long Literacy Project. The initial phases of the Life-long Project started with 1280 adults in 110 classes located in 59 villages within an experimental area of 25 miles along the main roads from Gujranwala to Wazirabad, sialkot and Lahore. The principal objective of the project was to attune literacy courses to the basic needs and problems of the people, develop newly acquired reading habits of adults through newspapers and follow-up books, and to provide specialized knowledge to adults on vocationally-oriented materials, health needs and social problems. The project was also designed to develop various types of teaching aids and discover gifted personnel for possible recruitment and further training for whole-time adult education activities. The female participants in the programme, surprisingly showed a low drop-out rate, a higher learning capability and displayed a marked keenness for training programmes. in a number of projects it was noted that women were better teachers than men and were more dedicated and pains-taking in the performance of their duties. Both National and International agencies showed strong interest in the successful programmes of the society and projected its achievements on different enlightened forums so that the model could be adapted to varying conditions. The use of its programmes by ETV of Pakistan has encouraged the Society to develop improved literacy programmes capable of reaching a mass-audience. The Society has developed valuable experience and expertise in planning and organizing of basic education programmes. The Society aims to widen the range of its contacts with national and international funding bodies with a view to diversifying its sources of funding and the reservoir of its information, ideas, activities and experience. Pakistan needs more of such dedicated and self-reliant societies, partially filling the void surrounding non-formal and continuing education.

The Mosque (or Masjid) School

The mosque has traditionally been a seat of learning in an Islamic Society. During the eventful life-time of the Holy Prophet of Islam (May peace be upon Him), the first mosque established by the Holy Prophet (MPBUH) served as the house for prayers before Allah

and a training academy form where learning and enlightenment was radiated. in the Indo-Pakistan sub-continent in the pre-British days the "Maktabs" and Darul-ulooms" were the educational institutions of the highest standard. During the British rule these institutions lapsed into inactivity and isolated themselves form the mainstream of desire to integrate the mosque with the elementary system of education in the country but no serious effort were made to revitalize the pristine role of the mosque and to accord a befitting place to it for educating the masses. Our educational planners perceived the pivotal role of the mosque as a vehicle of basic literacy and religious education at the time of the formulation of the 5th and 6th five-year plans, covering the period form 1978 to 1988.

In the sacred precincts of the mosque, both boys and girls gather daily in the morning and evening to learn the recitation of the Holy Quran and the essentials of Islam. The planners realized that by adding a room to the mosque, providing an adequate monetary incentive for Moulvi Sahib (the prayer-leader of the mosque) for supervising instruction and imparting religious instruction, and appointing a qualified instructor to teach elementary reading, writing and counting, they could establish a really good and active literacy centre. One of the advantages of a mosque as a school is that parents do not have reservations for sending their daughters to mosques where boys also, simultaneously, receive instruction. Of the 45 thousand villages in the country, each one has a mosque of its own. The 6th Plan targetted on the opening of 43 thousand mosque schools from 1983 to 1988. The primary stage was split into two sub-stages; grade I to III constituting the elementary primary stage; and grade IV to V comprising the upper primary stage. The mosque school covers the elementary stage and those who complete the elementary stage in a mosque school, get promoted to the upper stage in the formal primary school the curricula of the mosque schools are the same as that of regular primary schools but the timings are made flexible according to the daily religious programme of the mosque, and books are provided free of cost to boys and girls attending the classes in the mosque. The Imam of the mosque is paid an honorarium of RS.250 per month for teaching "Nazra" (recitation) reading of the Holy Quran, while the regular teacher gets the salary of a primary school teacher. If the enrollment in a mosque exceeds 50, a second teacher is appointed in the same mosque school. Being a local, the male school teacher working in the mosque is more dutiful and regular than his formal school counterpart. Its central location, free education, judicious blending of religious and general education, and constant supervision by the Imam who has to be in the mosque from morning till evening, and above all, its round the year working without long break, are the features which continue to add to its popularity in villages and parts of towns where there are no primary schools. At least 20 per cent of the students of the mosque schools are girls, and more than 21 thousand mosque school, well-supported and looked after by local communities, have started working in the country. A province-wise break-up of the mosque/masjid school together with figures of male and female enrollments is given in Table 1.B.16. A number of studies have been carried out on the working of mosque schools in different parts of the country and measures for strengthening and standardizing the elementary education in mosque/masjid schools are being constantly introduced in the system. The mosque\masjid school is establishing itself firmly in the educational hierarchy of the country, and is emerging as a viable alternative to formal primary school, both for boys and girls, in rural localities and urban areas where no schools exist.

Mohalla School

Like the Mosque School, Mohalla School, functioning informally in village homes and serving the needs of girls of all ages, is another institution having its roots in our history. This institution, like a little candle in a storm, continues to hold its own in rural communities in spite of proliferation of regular girls schools and complete indifference of the authorities to the important role such schools are capable of performing. Pious, venerable and knowledgeable old ladies who can read and write, but do not go out, voluntarily undertake to teach the Holy Quran, the basics of Islam, homely etiquette, cooking, selected skills for home management, along with rudiments of literacy, to young girls in a settlement or a locality (Mohalla) generally in the rural areas. During the foreign rule such symbols of social welfare on self-help basis in Muslim communities were ignored, but the pity is that even after independence this unique arrangement was not given the recognition and support it deserved. During the past ten years Government has been adopting measures to institutionalize, strengthen and increase the number of mohalla schools. In the homes of the elderly ladies, where mohalla schools are located, normal facilities of covered space, drinking water and lighting arrangements are available, and the parents of the girls. Such schools established with the acceptance and initiative of the community, enjoy the confidence and patronage of the parents who feel secure in sending their girls to these homely schools for schooling of some sort. The `Ustani Ji' or `Apa Ji', as the teacher is respectfully called, is supported by well-to-do parents.

The Government planned to establish 5 thousand mohalla schools in rural areas where separate primary schools for girls did not exist and it was decided to integrate mohalla school into formal education by the provision of equivalent courses of study and vertical movement of girls wishing to continue their education. The reorganized curriculum of the mohalla school includes the basic religious instruction component, learning of household skills and elements of reading and writing, and the teacher or `Apa Ji' is paid a suitable honorarium. In the Provinces of Punjab, Sind and NWFP, Mohalla School is being rediscovered and reinforced and if this policy of reconstruction and support of this useful institution continues, it will emerge as a useful alternative to the regular girls' primary school. To study the needs and mode of operation of Mohalla Schools, a project has been in operation in 16 villages surrounding Islamabad. The total enrollment of girls in the Mohalla Schools already established exceeds 950 but the output of these schools is poor, because of centralized school-like administration and the absence of the voluntary spirit of a lady prepared to work without any guidance and monetary gains. There are thousands of Mohalla Schools spread all over the rural areas, and there are some in crowded localities of towns also, (Table 1.B.17) but all these schools need encouragement at a local level. Identification of communities where Mohalla School can be established has to be carefully planned. A nucleus of motived lady social workers drawn form different women's non-governmental organizations could assume a leading role in establishing model Mohalla Schools in rural areas and suggesting ways and means of strengthening the nebulous Mohalla School System.

Nai Roshi (New Light) Schools (NR Schools)

The Literacy and Mass Education Commission of the Government of Pakistan launched its `Nai Roshi' or `Drop-in' school programme in 1986, with three aims in view: To offer

a second chance to drop-outs and first chance to those of the 10-14-year age-group who never joined a school; to provide free education with flexible timings and non-formal environment in "open" school-like literacy centres, and to provide employment to the unemployed educated youth with their villages or regions, by training and engaging them in these schools. There is a whole-time supervisor monitoring the working of a minimum of ten 'Nai Roshi' Schools, and a well-built supervisory structure has been provided at the tehsil, district and divisional levels at an unmaintainable cost. By mobilizing the media, training the functionaries intensively, and creating full awareness of the role of the schools in the community, appeal of the Nai Roshni schools for out-of-school youth is expected to be enhanced. LAMEC plans to open 22 thousand schools during 1986-90, and of these 5580 will be in urban areas and 16,420 in rural areas. By the end of august, 1987, according to LAMEC records more than 15 thousand Nai Roshni schools had been opened. The province-wise break-up of the Nai Roshni schools is given in Table (1.B.18). The total cost of the 4-year programme up to 1990 is estimated to be Rs.3153 million. There is a strong feeling that this amount could have been more profitably utilized in strengthening the formal primary sector. The share of females in Nai Roshi Schools barely comes to 24 per cent, and the tilt is marked in favour of boys in all these schools. The imbalance in this new stream of non-formal schools, which daughter and mother can join together because of the absence of age-restrictions, needs to be remedied. The Nai Roshni Schools, if allowed to complete three cycles of two years each by 1990, may produce 1.65 million literates form amongst the illiterates in the country. A number of favourable quantitative evaluation studies of these schools have been produced but three of its major weaknesses have to be removed if this programme of non-formal education has to survive as a distinct modality: i) its over centralized and heavy bureaucratic structure; ii) lack of full participation of the provinces and the community as a whole in promoting and strengthening the system; iii) uncertainty about its future after 1990, and likely discontinuity of the supply of financial resources for supporting the programme even before 1990. its performance over a reasonable period of time. judged exclusively by sections of the disadvantaged population expected to benefit form it, alone can secure a permanent place for it in our educational system, Knowledgeable sources believe that 70 per cent of the Nai Roshi Schools may ultimately merge into the formal primary sector, before long. Some of the experts in the country are of the view that Nai Roshni Schools thrive at the cost of the impoverished primary sector and have caused considerable overlapping and waste in the primary sector. While teachers have been appointed in these schools purely for providing employment, large amounts of the budget have been wasted on the provision of luxurious facilities like cars and Jeeps, and high salaries for the managers and bureaucrats centrally controlling the artificially created system. The future of the Nai Roshni School, unfortunately, hangs in the balance. An NFE channel has to be more decentralized, more economical and manned by more suitably qualified and committed teachers and supervisory staff. it may be difficult to support and continue a costly experiment like this, in the years to come., unless it strikes roots and produces tangible results.

Madrassah Education

Madrassahs, Maktabs, Jamias and Darul-Ulooms, the institutions which aim at the dissemination of Islamic thought, mainly through the study of the Holy Quran and Holy Prophet's (peace be upon Him) teachings, constitute a system of education running parallel to the

prevalent system of modern education. These institutions have very deep roots in history and before the establishment of the British colonial rule in India, all education was imparted through these institutions. Makhtabs are institutions at the preliminary level teaching Hifz (memorization) and Nazra Quran (recitation). The terms Madrassah, Dar-ul-Uloom and Jamia are used more or less synonymously for institutions which are engaged in teaching Dars-e-Nizami (Nizami School of Learning) in its original or modified form. The curriculum of these institutions includes the Quran, Tafsir, Hadith and fiqah with some elements of logic and philosophy. According to estimates, there are 1200 Madrassahs in the country having an enrollment exceeding 58 thousand. Most of these Madrassahs award sanads (certificates) either on their own or through one of their affiliating organizations. Most of these Madrassahs have regular classes, examination system and (generally) a 9-year course. These Madrassahs have their own libraries and hostel facilities. nearly 50 per cent of the students live in hostels and are provided free boarding and lodging.

Process of Integration and Modernization

Madrassahs use Urdu as their medium of instruction. These institutions conduct all their educational activities on self-financing basis by raising donations, with no contribution from the national exchequer. The elite in the country are hardly aware of the services these institutions continue to render to the nation, the Government in the past did very little for the improvement of these Madrassahs. The Government grants were negligible and the students studying in the Madrassahs were not eligible for concessions and facilities available to the students of the formal education system. The Sanads awarded by Madrassahs were neither recognized nor equated with diplomas/certificates of the formal system of education, thus debarring graduates of these institutions from Government employment and admission to the equivalent levels of the formal system. With the strengthening of the Islamic order in the country, Madrassah education has been given the attention it deserved and full Government recognition has been accorded to these religious institutions. all the facilities and concessions which were available to other categories of students have been extended to the pupils of Maktabs, Madrassahs and Dar-ul-Ulooms. in order to enable the graduates of these institutions to pursue higher and professional education, integrated curricula have been designed in consultation with the ulema. Possibilities of introducing common curriculum in Primary schools and Maktabs are being explored and bodies have been constituted to make recommendations regarding the integration, improvement and Modernization of curricula of the religious institutions. Special grants are being given to those Madrassahs which offer an adult literacy programme. financial support also has been extended to Madrassahs introducing a more diversified syllabus. The vitalization and expansion of our traditional system of education will inevitably strengthen the base of education in the country.

Chapter 2

Status of Primary Education

Forty years after independence, Pakistan has an alarmingly low literacy rate of 26 per cent and today less than 50 per cent of its school age children attend schools. Unfortunately this critical index places Pakistan in the ranks of least developed countries like Nepal and Afghanistan, which are far below its rank in terms of per capita income and other criteria reflecting the quality of life. The 1972 census showed that the literacy rate of Pakistan was 21.7 per cent. According to the 1981 census the average national literacy rate is 26.17 per cent, comprising a 17.33 per cent rural literacy rate for the 75 per cent of the population that is rural, and a 47.12 per cent urban literacy rate. The overall literacy rate of males is 35.05 per cent, 26.24 per cent for rural and 55.32 per cent for urban males. The literacy rate for females at the national level works out to be 15.99 per cent, 7.33 per cent for rural females and 37.27 for urban females. While the national literacy percentage of females is less than half of the percentage for men, the overall urban literacy rate is roughly three times the rural literacy rate. The literacy rate of urban females is more than 5 times the literacy rate of rural females.

The literacy rates in the four provinces of the country are: 27.42 per cent for Punjab; 31.46 per cent for Sind; 16.70 per cent for North West Frontier Province (NFWP); and 10.32 per cent for Baluchistan. While Sind Province has the highest urban male literacy rate of 57.77 per cent, the female literacy rate in rural Sind is 5.21 per cent and in rural Baluchistan the female literacy rate touches the lowest mark of 1.75 per cent. The difference of 4.5 per cent in the literacy rates shown by the censuses of 1972 and 1981 indicates that the average annual rate of increase in literacy in Pakistan has been 0.5 per cent.

The definitions of literacy used for identifying literates for the two censuses were different. The question posed in the 1972 census was: "can you read and write with understanding in any language"? In 1981 the question was changed to : "can you read a newspaper and write a simple letter in any language"?. In 1951, when the literacy rate was estimated at 16.4 per cent, literacy was liberally defined as: "Ability to read and write any clear print in any language". In 1961 the definition was extended to include the component of comprehension and delete writing ability, and the new definition read: "Ability to read with understanding

in any language." Because of the varying concepts of literacy accepted for different censuses, if is difficult to make a precise comparison of literacy rates prevailing in different decades.

The total number of illiterates in Pakistan according to 1981 census was 41 million persons of age-group 15 years and above. Considering that 45 per cent of the population have ages below 15 years, and assuming that those remaining out-of-school up to the age of 10 have a remote chance of acquiring literacy, with the help of simple computations applying the prevailing participation and drop-out rates, it can be shown that the actual absolute number of illiterates in the country exceeds 50 million. The current adult literacy and non-formal programmes benefit roughly 190 thousand adults in a year. If, by some arrangement, more adults were not to be added to the existing total of illiterates in the country, then at this slow rate it will take us 215 years to eliminate illiteracy from the country ! If present trends persist, Pakistan is likely to have 54 million adult illiterates in the year 2000. Clearly other more effective means have to be explored to transform the situation.

Participation Rates

In 1959-60 the total participation rate at the national level was 26 per cent, 42 per cent for boys and only 9 per cent for girls. During 1969-70 the overall participation rate rose to 40 per cent, for boys it was 42 per cent and for girls 11 per cent. The overall participation rate in 1980-81 was 44 per cent, for boys it was 58 per cent and for girls 29 per cent - exactly half of that for boys. The participation rate today is only 48 per cent, 63 per cent for boys: rural 58 per cent and urban 77 per cent; and for girls 32 per cent, rural 20 per cent and urban 68 per cent. Again this participation rate is one of the lowest in Asia. The total participation rate for Punjab is 46 per cent: 56 per cent for boys and 36 per cent for girls; for Sind the total participation rate is 42 per cent: 54 per cent for boys and 30 percent for girls; for NWFP the participation rate for both sexes is 35 per cent: 50 per cent for boys and 21 per cent for girls; and for Baluchistan the overall participation rate is 20 per cent: 31 per cent for boys and only 8 per cent for girls. Total enrolment of the 5 to 9 years age-group at the primary level from class I to class V in 1972-3 was 4.46 million; 3.19 million boys and 1.27 million girls; in 1984-85 estimated total enrolment from class I to V at the primary level was 6.9 million; 4.7 million boys and 2.3 million girls. In 1984-85 the enrolment in the Punjab was 4.04 million: 2.5 million for boys and 1.54 million for girls; for Baluchistan the total enrolment is 0.3 million: 0.25 million for boys and 0.05 million for girls. The growth of primary education enrolments in Pakistan is shown in Tables 1.B.11 and 1.B.12 in the chapter on statistics. As may be seen in these tables, in 1947-48 total enrolment was 0.77 million; in 1956-60 it was 1.89 million; in 1969-70 it was 3.9 million; and in 1979-80 it was 6.7 million.

The exact value of the enrolment ratio is critically important in any exercise for detailed planning. The reliability factor of the statistics quoted above has been scrutinized by a number of groups of experts and researchers. According to the findings of the experts of a major experimental Primary Education Project, total enrollment of the 5-9 year age group for 1980-81 works out to be 5.8 million, 3.96 million for boys and 1.85 for girls. The overall enrolment ratio during 1980-81 according to this source is 43.99 per cent (or 44%), the enrollment ratio of boys being 57.69 per cent (or 58%) and of girls 29.14 per cent (or 29%). These low enrollment figures show that the efforts made by the Government for stepping up the enrollment ratio of children of the age-group 5 to 9 years have failed to take the

country anywhere near the goal of Universalization of Primary Education and unless some radical changes in the existing strategies are sought, all aspirations to enter the 21st century as equal partners of our sister developing countries of Asia, which have already achieved UPE, will remain unfulfilled.

Drop-out Rates

The high drop-out or attrition rate of 50 per cent at the primary level is the unkindest cut of all on the existing low enrollments in schools. It is known that at least half the students who enter grade-I drop-out before grade V. The highest rate of drop-out occurs between grades I and II. Twenty-five per cent of boys and 40 per cent of girls stop attending schools before reaching class-II. The urban drop-out rate at the national level is 32 per cent, and the rural drop-out rate is estimated to be 59 per cent. The male rural drop-out rate is 54 per cent and the male urban drop-out rate is 26.5 per cent. As compared to the male drop-out rates, the rural female drop-out rate is 67 per cent and the urban female drop-out rate is 38 per cent. The drop-out rates in the provinces vary sharply. In the Punjab the rural drop-out rate is 54 per cent and the urban drop-out rate is 47 per cent; in Sind the rural drop-out rate is 75 per cent and urban drop-out is 40 per cent; in NWFP the rural drop-out rate is 72 and the urban drop-out rate is 63 per cent, and Baluchistan has a rural drop-out rate of 78 per cent against a 68 per cent urban drop-out rate.

This attrition or wastage has a number of highs and lows in the four provinces of the country. In rural Baluchistan the overall drop-out rate is 79 per cent and for rural females it touches the lowest mark of 93 per cent. In Sind the overall drop-out rate is as high as 75 per cent and for girls this percentage dips down to 89 per cent. The Punjab has a relatively high survival or retention (low drop-out) rate : 56 per cent of rural males and 59 per cent or urban males are retained but even in the Punjab the rural female survival rate is 30 per cent and the urban female survival rate is 47 per cent. This continuing wastage, which is the highest at the primary level, doubles the per unit cost at this crucial stage and contributes to low overall enrollment at higher levels. Two critical factors related to the high drop-out rate are the poor quality of instruction imparted in school and the socio-economic conditions pressurizing the school-going children and their parents.

A number of studies have been carried out to diagnose the real causes responsible for this wastage, and the remedial measures which could be adopted to check this rot. But what can possibly stop this wastage while nearly 50 per cent of schools have no buildings and classes are shelterless; teacher absenteeism is rampant and a large percentage of teachers do not possess even the basic qualifications; curricula are irrelevant to the needs of the children and all education is divorced from the world of work; discipline in the schools is harsh and oppressive; the community is indifferent to the provision of adequate educational facilities; supervision is lax; extreme poverty compels parents to force their children into gainful employments at an early age in preference to sending them to schools; girls are confined to homes for household chores and for preparation for early marriage; ignorant parents adopt a negative attitude towards the education of their children in general and their daughters in particular; teachers are not adequately trained to handle multigrade classes in small schools and female teachers are hard to find for remote rural areas. No easy prescriptions can be written for this complicated situation, and nothing short of a complete transformation of the existing dismal scenario can reverse these disruptive trends.

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Chapter 3

Underscoring Issues in Primary Education

Public Education Financing

Pakistan allocates 1.7 per cent of its GNP to education. It is a low financial investment compared with 2.5 per cent in the Philippines, 2.6 per cent in India, 4 per cent in Thailand, and 6.7 per cent in Malaysia. As a percentage of the budget, the overall educational expenditure in Pakistan is 6 per cent of the annual budget, against 11.2 per cent in India, 15 per cent in the Philippines, 20 per cent in Thailand and 26 per cent in Malaysia. Whereas the Federal Government provides the development or capital budget for education, recurrent educational budget is the responsibility of the Provinces. The recurrent expenditure covers salaries and allowances of teachers, maintenance of existing educational institutions and provision of required educational inputs. This expenditure on the average constitutes 75 per cent of the total educational budget. The development expenditure includes creation of new educational facilities and expansion of existing facilities and this expenditure amounts, on the average, to 25 per cent of the total annual educational expenditure of the Provinces.

The Provinces resist extensive expansion of educational facilities because this entails an increase of recurrent costs, which have to be met at the cost of limited provincial budgetary allocations for other priority sectors. Distribution of meagre financial resources between different levels of education is disproportionate. Primary education receives a low share of 30 to 33 per cent of the total educational budget and whenever there is a budgetary squeeze primary allocations are drastically curtailed. The share of primary education in the total educational budget for 1987-88 was 30.4 per cent and of this 24.2 per cent was developmental, and 75.8 per cent non-development. During 1982-83, the first year of the Sixth Plan (1983-88), the share allocated to primary education out of the total educational budget was 31.5 per cent; during the 5th Plan (1978-83) it was 34 per cent; and during the Second Plan (1960-65) the allocation made to the primary sub-sector was 3 per cent. Table 1.B.20 shows

plan-wise allocations as percentage of the total public sector outlay. Performance during all these plan periods has fallen widely short of the promises announced. During the First Plan (1955-60), 4.8 per cent of the total public sector outlay was devoted to education; during the Second Plan (1960-65) 4.4 per cent; during the Third Plan (1965-70) 4.3 per cent; during fourth and non-planned period from 1970-78, 4.6 per cent, during Fifth Plan (1978-83) 3.7 per cent and during the Sixth Plan (1983-88) 6.5 per cent was allocated to the overall educational sector.

Public financing of the primary education sector varies widely at the Provincial level and from year to year. In 1982-83 the share of Primary Education in the Punjab was 51.3 per cent of the total educational spending in the Province; for Sind the share of the primary sub-sector was 45.1 per cent; for Baluchistan it was 42.4 per cent and for NWFP 46.8 per cent. In the Punjab the educational budget for 1982-83 was 25 per cent of the total provincial budget; in Sind it was 24.7 per cent; in NWFP 22.2 per cent and in Baluchistan, 13.1 per cent. In the Punjab during 1982-83, the recurrent or non-development primary education budget constituted 87.36 per cent of the total primary budget; in Sind recurring primary budget was 99.55 per cent of the total primary budget; in NWFP recurrent budget formed 71.2 per cent of the primary education budget; and in Baluchistan the non-developmental primary education budget was 84 per cent of the primary education budget. This shows that there is little development in primary education. The development budget at all educational levels is low and this constraint is seriously blocking both the quantitative expansion and qualitative improvement.

Low investment and quality at the primary level is directly responsible for low enrollment and excessively high drop-out. In 1980-81 development expenditure in the primary sector was 21.0 per cent of the total educational development expenditure and 15.6 per cent of the total expenditure in the primary sector. During the Fifth Plan (1978-83) the average developmental expenditure in the primary education sector was 15.7 per cent of the total primary education budget and during the Sixth Plan it steadily rose to 20 per cent of the total expenditure on primary education. Whereas the Sixth Plan aimed at raising the development expenditure to 37 per cent it could actually be raised to 20 per cent only. On the one hand increased emphasis has to be laid on primary education in relation to secondary and higher educational levels, and on the other, the ratio between development and recurrent expenditures has to be improved. Pakistan needs to diversify its sources for funding primary education on a massive scale. The private sector has to contribute its share.

Taxes like the 5 per cent "Iqra" tax on all imports to raise funds for promoting educational development have generated an additional Rs.13.14 billion during the Sixth Plan period (1983-88). These additional funds can be utilized for expanding the base of primary education at a meaningful and qualitative level so that elementary education can reach all through an effective multi-channel system. But unless the private sector shares the responsibility a breakthrough will be impossible. The mechanism for financing education has to be rationalized and made more flexible and efficient. The nation clearly has to make big sacrifices to provide the primary education sector with the financial resources it needs. It is not just a question of providing more funds; a delivery system has to be evolved, realistic targets have to be aimed at, the entire population has to be motivated, research has to be conducted to evolve an indigenous and efficient infrastructure, and manpower has to be trained to put the resources to the best possible use. Bricks and mortar cannot by themselves

regenerate the primary system. Scientific and realistic planning and a team of dedicated educationists alone can take us out of the ever deepening morass of illiteracy and ignorance. It is because so little has actually changed at the primary level during the past 40 years that it is often cynically said in Pakistan that our present education system is a 'prescription for ignorance' and we are 'standing on the edge of a precipice'.

Critical In-school Factors

On account of serious financial constraints, even basic physical facilities are lacking in 60 per cent of the primary schools in the country. More than 40 per cent of schools in the country are without buildings. These shelterless schools function in the open air and move from one location to another in search of protection against intense heat, cold or rain. In the rural areas there are a large number of schools against which certain teachers draw salaries but these schools do not actually function. Because of poor means of communication in rural areas, laxity of supervision and disinterestedness of the local community, most of the rural schools have their own modes of functioning and the so-called "ghost" or "paper schools" go on multiplying. There are many schools with thatched roofs and mud walls. The total number of primary schools in the country, according to the latest figures, exceeds 84 thousand, and this number includes 29 thousand shelterless schools and 21 thousand mosque schools also. Countrywide school mapping has been carried out recently yet most of the statistics are questionable. According to different studies undertaken at different times, 41 per cent of the existing schools in the Punjab, 38 per cent in Sind, 35 per cent in Baluchistan and 3 per cent in NFWP are shelterless. Again in the Punjab 21 per cent, in Sind 55 per cent, in Baluchistan 10 per cent, and in NWFP only 2 per cent of the existing schools are one-room schools.

In the absence of regular maintenance funds, the small percentage of schools which have their own buildings are now in ruinous condition. Benches or jute mats called 'taats', lavatories, drinking water facilities, playgrounds, boundary walls, blackboards and charts, chairs and tables for teachers, electricity supply, and other facilities are non existent in 70 per cent of the schools. In rural areas more than 50 per cent of the girls' schools are shelterless. The number of girls' schools is 28.5 per cent of the total, and this shows that the number of boys' schools is 2.4 times that of girls. Overcrowding, absence of basic facilities and unhygienic conditions in and around the place where the school functions further discourage attendance of children.

More important than the school building, and the pivot of the primary educational system, is the primary school teacher. It need not be gainsaid that any system of education is as good as its teachers. According to recent estimates there are in all 194.2 thousand primary school teachers, of which 60.6 thousand or 31 per cent are female teachers. The minimum qualifications prescribed for a primary school teacher are academically of the lowest order, with the requirement of a matriculation certificate along with a Primary Teacher Certificate (PTC) awarded for undergoing a one year pre-service teacher-training course for primary level; but 20 per cent of the male working primary school teachers and 26 per cent of the working female teachers lack the required training and academic qualifications. Even with relaxed qualifications there is an acute shortage of female teachers in rural areas. In the inhospitable rural environment teacher absenteeism is a common feature and as most schools have until recently been single-teacher schools, continued absence of the teacher

means continued closure of the school. Lack of professional training makes teachers harsh in their treatment of children, forces them to resort to archaic classroom practices of chanting and rote-learning, and undermines their confidence for handling multi-grade groups of students and covering the prescribed course effectively. The existing administrative structure of primary schools does not provide opportunities for the upward movement of the primary school teacher and no incentives exist for dedicated and hard working teachers. Both pre-service and in-service training of teachers are deficient, limited and inadequate for the type of teaching needed in primary schools. One teacher for each class would be an ideal condition, but no school should have less than two teachers. Recent policy decisions have made it obligatory for all schools to have at least two teachers. Better monetary incentives for primary school teachers and better facilities for intensive in-service training can improve the quality of primary education considerably.

The curriculum at the primary level is bookish, overloaded and irrelevant. A radical transformation is needed not only in the teaching and reading materials but in the entire content and objectives of the primary school programme. The curriculum has to be related to the promotion not only of reading, writing and calculating at this stage but also to the learning of practical skills, habits of hard work and doing things with the hands, less of urban culture and more of the values of rural corporate living, knowledge and know-how needed to fight back malnutrition and ill health and to raise the productivity of deprived populations living in rural areas. Ambitious plans have been evolved for making education at the lower level functional, agro-technical and vocational, but a shift to all-embracing vocational education requires colossal investment in education. The text-books for students need to be made more attractive, local language has to be given its rightful place in elementary education and materials for the guidance of the teacher have to be prepared by experts on a large scale and introduced to all teachers effectively and extensively. Bookish education is looked upon as a wasteful luxury by the rural poor. At present the primary school curriculum covers seven subjects. Without reduction and simplification of the content to create an independent stage of the first three grades (which should offer a minimum core programme of literacy in 3 years), a major reform in the curriculum cannot even be visualized. For the first stage an integrated curriculum may be designed and a more subject centred curriculum may be introduced in classes 4 to 5.

Educational supervision is perhaps the weakest link in our school system. The entire supervisory system is law-and-order oriented and the evaluation of the performance of teachers, promotion of curriculum development and planning of in-service training programmes, motivation and involvement of the community in the area, collection of reliable statistics, introduction of new methodologies, teaching materials and aids to class-room teaching and focusing on programmes of expansion of educational facilities at the primary level and upgradation of schools in a planned and systematic manner, hardly forms a part of the supervisor's charter of duties. The whole cadre of Assistant Education Officers, Deputy Education Officers, District Education Officers and Directors of School Education at district and divisional levels devote their entire precious time to the disbursements of salaries, transfers and appointments, communication of policy directives to the schools and conducting of inquiries in response to complaints or detection of serious irregularities. As the supervisory force has to look after all the schools - primary, middle and secondary, the primary level is most neglected. In a typical district the number of primary teachers per Assistant Education Officer varies from 200 to 240 and their overall

ratio to primary schools is more than 1:70, but in fact the total number of teachers at all levels under the supervision of an Assistant Education Officer is between 500 to 700 and the total number of schools is between 250 to 350. A reasonable ratio would be 25 to 40 schools, each visited 5 to 10 times each year. The supervisors have no transport facilities, no modern equipment for evaluation and analysis, no residential arrangements for temporary stays on field surveys and no training and motivation for the improvement of the quality of education at different levels. We cannot strengthen primary education and improve its quality and character without immediately introducing five basic changes at the supervisory level:

1. Increasing the number of supervisors so that there is one supervisor for every fifty teachers.
2. Separation of purely administrative and managerial functions from supervisory functions.
3. Restructuring school administrative structure to have a separate directorate and supervisory staff for primary schools. Most of the supervisors in the primary education directorates should be drawn from the large cadre of experienced and well-qualified primary school teachers.
4. Assistant Education Officers and higher supervisory officers must be provided with all kinds of transport according to the terrain they have to traverse in their respective regions.
5. Between the primary school teachers and Assistant Education Officer another cadre of supervisors may be built in, so that one supervisor at this level may have a more effective and closer interaction with, at the most, ten primary schools. Without the changes enumerated above the existing supervisory cadre will remain a cosmetic and parasitic administrative level in the school system. The Government has already taken steps to improve school supervision and the primary school administrative structure on the lines suggested above.

Some of the unseemly and destabilizing features of our existing primary education system identified above are: unequal access of children to school by sex and region; low enrollment ratio of 48 per cent and a high dropout rate of 50 per cent at the primary level; under-financing of education and allocation of a relatively low percentage of the educational budget to primary education; poor physical facilities in schools; shortage of qualified primary school teachers particularly for rural girls' schools and lack of incentives for teachers to improve their performance; irrelevant primary school curricula and lack of concrete measures for the adaptation of curricula to local environments, which may reflect local needs and use local resources; poor budgetary provisions for broadening and energizing the supervisory cadre and for strengthening its vigilance to produce significant feed-back for schools, and to make the teaching force, particularly in rural areas, more accountable and prepared to receive continuous and systematic professional support. In what follows we shall see that the country has been trying different strategies and implementing different plans of action to improve five crucial aspects of the primary system of education in the country:

1. Construction of new primary schools and provision of basic physical facilities for existing primary schools.
2. Modernization of curricula and large scale production of instruction materials.
3. Strengthening of in-service and pre-service training facilities for teachers and improvement of their service structure.
4. Strengthening of supervision.
5. Allocation of a greater share of the developmental budget to primary education.

Population Growth and Educational Development

Pakistan's population increases by 3 per cent annually and, while population growth is being curbed in the rest of the developing and developed world, in Pakistan this growth rate is on the increase. The areas which now constitute Pakistan doubled their population to 65.3 million during 21 years, between 1951 and 1972, and this population is projected to now double again in 20 years, by 1992. According to 1981 census the total population of Pakistan was 84.6 million; it is projected to be 103.82 million during 1987-88 and 150 million by the year 2000. Population-wise Pakistan is the 10th largest country in the world and its net population growth rate, among the first ten countries, is the highest. A few years ago Nigeria held the 9th position in the world in terms of population and now Pakistan has overtaken it to become 9th most populous country in the world. From the development point of view this is an alarming trend. Whereas in Pakistan the children in the age-group below 15 years of age constitute 45 per cent of the total population, in the developing countries this group constitutes 37 per cent of the population and in developed countries it is only 22 per cent. This, in the case of Pakistan, means less available adult manpower, a greater dependency rate and greater pressure at the elementary educational level. This explosive population growth rate may be described as the greatest hurdle in the path of UPE. At present Pakistan has nearly 40 million children within the age bracket of 15 years. The pressure of this ever expanding base of the country's population is so great that the Government has to increase its educational facilities by 50 per cent every fifteen years to maintain the existing low levels of participation in education of the relevant age-groups. Over the last 5 years of the Sixth Five-Year, the total increase in enrollment has been 12 per cent over the enrollment at the primary level in 1983-84, and this increase works out to be a 2.4 per cent annual average increase during a peak developmental period in the history of the country. This is clearly an adverse growth rate of enrollment at the primary level, as compared to the 3.0 per cent growth rate of population.

The continuous population growth rate in Pakistan nullifies and thwarts mobilization of effort and resources for development in all sectors of national life. The Educational Sector in Pakistan has to provide additional educational facilities for 22.6 million children who are continuously being added to its population every year. This developmental constraint hamstrings all the efforts of the nation to provide access to out-of-school children and to improve the quality of primary education. We have to face the all important question of whether our efforts for equalization of educational opportunities for all can ever be fruitful while the population growth rate remains unchecked. While most developing countries are making concerted efforts to rein in their population growth rates, and have produced visible results, we have not yet decided to launch a vigorous offensive on the population front. China has already reduced its birth rate to 1.6 per cent, India to 2.2 per cent, Indonesia

to 1.8 percent, Japan to 1.1 per cent, and even Bangladesh has a growth rate of 2.7 per cent. Our developmental effort has to be two-pronged - effectively controlling the population growth rate and rapidly expanding our developmental resources which have limits of their own. The goal of universalization of primary education will remain an elusive and sentimental dream while our annual increase of population swamps and wipes out all the opportunities we create for educating the deprived sections of the existing population in the country. We are, at the moment, in the "population education" stage and the stage of "population planning and control" has not even gained recognition and become a part of our action plans. We cannot sweep this problem of alarming magnitude under the rug and go on mechanically expanding our educational facilities which continue to be consumed by the additional population coming up year after year.

Women's Education

The state of education of girls in Pakistan may be described as disquieting. While Islam emphasises provision of equal opportunities for the education of men and women, female education in Pakistan has been grossly neglected over the past 40 years since independence. Considering that females form nearly 50 percent of our population and that their education has a tremendous multiplying potential, only a short-sighted and weak-kneed policy could have assigned a low priority to the education of girls. Women's education has suffered from an abysmally low level of coverage, partly because separate schooling facilities could not be provided for girls on account of financial stringencies. A host of socio-economic factors generating negative attitudes towards the female members of the family have also resulted in a continuing illiteracy among the females, which in turn has hindered the development of clean and balanced homes, and the sound upbringing and nourishment of the children of the poor. Today the biggest barrier in the path of the achievement of UPE in our country is the low participation and consequent low literacy rate of women. The attitudes towards female education in the country have been in a state of flux over the past few years and no small credit for this goes to the pressures built up by international organizations for the restoration of equality of women in terms of human rights. Credit also goes to educated women in our country for their concerted efforts to eliminate the discrimination preventing women from playing their valuable role in the development of the country.

The state of female primary education in the country is hopelessly miserable. The participation rate of girls of the age-group 5 to 9 years in rural areas is 20 per cent, and in urban areas, where only a quarter of the female population lives, it is 68 per cent. This works out to an overall participation rate of 32 per cent for girls as compared to 63 per cent for boys. The total enrollment of girls in schools is 2.15 million as compared to a 4.6 million enrollment for boys. In 1947-48, at the time of independence, only 14 per cent of the girls of the age group 5 to 9 were enrolled in schools; in 1969-70 this enrollment rate rose to 26.3 per cent; and in 1983-84 it increased to 32 per cent. The dropout rate for girls in rural areas is as high as 70 per cent, while in urban areas it is no less than 50 per cent. The overall literacy rate for females is 16 per cent, as compared to a 35 per cent literacy rate for boys. The rural female literacy rate is barely 7.3 per cent, as compared to the female urban literacy rate of 37 per cent. In the province of Baluchistan the female literacy rate is as low as 1.8 per cent. Female teachers in the country constitute only 30 per cent of the total number of primary school teachers working in the country at the primary level. In the two largest

provinces of the country, Punjab and Sind, 50 per cent of the girls' schools are shelterless and 25 per cent are one-room schools. Qualified lady teachers are not available for rural girls' schools and teacher absenteeism is widespread in rural girls' schools.

This limited overview of the female primary sector reveals two features. Firstly, schooling facilities for boys are twice the facilities provided to girls, and secondly, the physical facilities provided for girls' schools, which are quantitatively less than one half of the schools for boys are so poor that a regeneration of the female primary sector will require building up facilities from scratch. For a transformation of this dismal picture a new strategy is needed. In the two National Workshops organised at Islamabad in 1987 to focus on the promotion of female education experts from all over the country identified a number of constraints on female education. Prominent among the negative factors listed were: poverty and illiteracy of the parents; irrational socio-economic norms; preferential treatment and status accorded to boys and low self-estimation bred in the minds of the girls right from childhood; distance of schools from homes and non-existence of separate schools for girls in most villages; burden of household work shared by girls with their mothers; absence of basic facilities such as building, furniture, boundary walls, lavatories, etc.; inflexible school timings; detention system in schools; irrelevant curricula; parental expenses for the schooling of girls; shortage and absenteeism of female teachers; conservatism of the rural masses and the early marriage system in rural areas.

Some of the recommendations made for strengthening female primary education and increasing the impact of new approaches and policies on the female primary educational sector were:

- Legislation for free compulsory education of girls.
- Award of suitable monthly stipends to rural girls studying in disadvantaged villages.
- Provision of vocational skills training and flexible timetables for girls' schools.
- Provision of basic physical facilities like buildings, matting or benches for sitting and sanitary facilities.
- Relaxation of age-limits and qualifications for female primary school teachers offering to serve in backward rural areas.
- Encouraging female teachers to write school textbooks.
- Finding effective solutions for problems of conveyance, lodging, insecurity and provision of adequate fringe benefits for all female teachers.
- Exercise of positive discrimination in favour of female schools and teachers.

Other recommendations included: provision of tables, blackboards almirahs and library books for all girls' schools; appointment of a watchman and sweeper for every school and provision of a living room for the teacher inside the school; strengthening of supervision of female schools; judicious policy for the posting and transfer of female teachers; stronger links between schools and local community; and selection of only those females as teachers who have an aptitude and missionary commitment to the profession.

It is now strongly felt that without the evolution of an infrastructure for bridging the male-female gap in education and development of viable alternatives to the wasteful formal schooling arrangements for girls, the nation will be unable to face the challenge of UPE by the year 2000. Both socio-economic and resource constraints have to be overcome to provide

equal schooling opportunities for boys and girls. A greater share of the new primary schools to be constructed will go to females and in the recruitment of teachers the policy is to recruit twice as many females as males for rural areas. In matters of relaxation of age and qualifications, the policy is to accomodate female teachers with the help of liberal readjustments in rules. A major effort in this direction would need massive community support and provision would need to be made for it in policy for future developmental activities in the primary sector.

The Mosque and Mohalla schools have the greatest appeal for girls in rural areas, but unfortunately the enrollment of girls in mosque schools has not risen beyond 20 per cent of the tota! enrollment in mosque schools. A proper mapping, expansion and reorganization of mohalla schools has not yet been taken up on a large scale but the percentage of girls attending these schools is undoubtedly small. The non-formal framework of the "Nai Roshni School" launched by LAMEC has only been able to build up the enrollment of out-of-school girls to 20 per cent of its total enrollment. NGOs like the Pakistan Girl Guides Association of Pakistan and the All Pakistan Women's Association (APWA) have ben painstakingly and steadfastly working on the female literacy front, but again their contribution to the overall literacy of females is insignificant. The Women's Division of the Government of Pakistan has also been very active in promoting non-formal educational activities for women. All these efforts added to the policy decisions of the Government will not alter a situation where inequalities in access are so large and the apathy of the community is so overwhelming. While talented girls now join the civil services on open competition basis, distinguished women writers enlighten and educate the intelligentsia, and lady Ministers and members of the National and Provincial Assemblies take active part in debates on issues of national importance and represent the country at International forums, it remains for these women to exert influence in policy making and decision making for the provision of elementary education for all girls and women in the country.

Chapter 4

Adult and Non-formal Education

General Apathy and Neglect

After 40 years of independence Pakistan has not been able to evolve a viable, community-based and well-coordinated system of Adult and Non-Formal education. A mass mobilisation has to be achieved for combating illiteracy, and policy declarations, legal enactments and even financial allocations, by themselves, cannot generate the momentum needed to awaken and involve the people in a process which failed to influence them at the right age. It appears that with the passage of time the organisations and agencies, mostly aided and financed by the Government, are trying to do too many things in short spans of time. Instead of building on the experience of the structures which have been organised to promote literacy, we are trying to chase new concepts and adopt modern approaches on an ad hoc and short-term basis. This is being done without measuring the impact of the sophisticated experiments conducted on a limited scale on the long-range objectives of achieving universal literacy by the nation in the foreseeable future. We have now moved into a phase in which issues related to planning and implementation of literacy programmes are being seriously debated at different national platforms and the media also appear to be alive and well-informed on this complex problem. In a country where 2.5 million children are added annually to the population, and only 50 per cent of the school-age children have access to education, the need for developing a strong and wide-ranging system of non-formal and continuing education is paramount. Every year that passes, without the development of a concrete and community-backed system capable of operating over the length and breadth of the country, our goal of universal literacy recedes further and further away with increasing speed. The Fifth Five-Year Plan (1978-83) allocated Rs.50 million for Non-Formal and Adult Education, while the 6th Five-Year Plan provided Rs.750 million for mass literacy. The 6th Five-Year Plan envisaged massive development of programmes of mass literacy, mainly through the financial support of the Literacy and Mass Education Commission, the Allama Iqbal Open University, the Non-Governmental Organisations, like the Pakistan Girl Guides and Boy Scouts associations, and a number of welfare agencies. A brief history of the feeble and disorganised Adult Education System in the country may

bring into sharp focus the major inadequacies and needs of the system, which has yet to emerge as an integral component of our system of education.

Historical Perspective

In the pre-independence days one of the popular Adult Education Programmes was based on the 'each one, teach one' approach. As it was not a well-planned and supervised programme, it hardly managed to keep up a semblance of welfare activity. The pre-independence rural development programme also failed because of poor motivation of the rural masses and inadequate financial backing from the Government. In 1951, soon after independence, the Government prepared a Six-Year Plan for educating adult illiterates of the age-group 15 to 50 years to read and write through a 4-month literacy course. This programme had a good start but could not continue, as no long-term planning had been done for meeting its expanding needs. In 1953, under the Village Aid Programme, a massive literacy programme was prepared as a part of the overall rural development plan. A basic vocabulary was compiled and a number of books, posters and illustrated materials were produced which linked literacy with the daily activities of the rural adults. Later in 1956 a Village Aid Training School was established at Lalamusa in Punjab, which produced 267 trained literacy workers by 1961; these literacy workers spread out over whole of the then West Pakistan to establish 1215 literacy centres which produced 20 thousand literate adults. Soon the basic democracies system came up and the Union council took over all the literacy centres.

In 1964 Faisalabad Agriculture University (Punjab) started a number of experiments for the development of rural areas and the university teachers and students worked on a voluntary basis to successfully teach literacy to 500 illiterate employees of the university. The university evolved a vocabulary of 1200 words and published a number of booklets on subjects related to agriculture. In the neighbourhood of Faisalabad, three adult literacy centres were established, and later more than 30 Centres were organised on the lines of the three working centres which are working in the Faisalabad district presently. The University adult literacy programme, however, could not be sustained for long.

Under the 3rd Five-Year Plan (1965-70) the Education MInistry set up an Adult Education Bureau for coordinating adult literacy work in the country and for setting up pilot adult education projects for standardising a suitable and efficient frame-work at the national level. The Bureau failed to evolve a nation-wide programme of literacy because of shortage of funds. During 1967, the West Pakistan Assembly passed an Adult Education Act under which it was made obligatory for all teachers to teach at adult literacy centres during summer vacations and heavy fines were proposed for illiterate adults who refused to join literacy classes. These legal provisions were never applied. During 1972-80 a fairly large allocation was made for Adult Education and a National Council was set up for establishing a network of adult literacy centres and formulating plans for life-long non-formal education in the country.

In 1972-73 an Adult Education Development board was established, but this Board failed to make a substantial contribution to the stagnant sector of adult education. UNESCO helped the Agricultural University, Faisalabad to organise a workshop at Faisalabad in 1973, and 80 master-trainers from all the four provinces of the country were trained at this workshop to train literacy workers for the literacy centres functioning in different parts of

the country. The agricultural University also produced 120 simple booklets related to the interests of men and women in the rural areas of the Punjab, and a graded vocabulary was used in these publications. The Basic Adult Education Society of Gujranwala set up a shining example of voluntary adult literacy work by launching a unique life-long literacy project in and around Gujranwala in the Punjab in 1972. The literacy materials produced by the society, the studies of the attitudes of adult illiterates in rural areas conducted by it, the large contingent of literacy instructors and supervisors trained by it and, above all, the spirit of selfless service to the community evinced by it, inspired many individuals and agencies to start a crusade against illiteracy in the country. The Educational Television of Pakistan owed the success of its half-hour television programme started in 1977 to the solid professional backing, innovative approach and meticulous planning of the functionaries of the Basic Adult Education Society. The establishment of the Allama Iqbal Open University in 1974 was another mile-stone on the emerging pathway of literacy education in the country. By its radio, television and correspondence programmes, and vast repertoire, it tried to change the dismal scene. The AIOU began to serve as a beacon light and assumed the role of the coordinator and sustainer of all literacy activities. A number of non-governmental organisations, such as Pakistan Girl Guides Association, All Pakistan Women's Association and a number of welfare organisations aided by the Women's Division had all along been active in the field of literacy but with increased financial help from the Government these organisations considerably expanded their literacy programmes.

In the Province of Punjab an Adult Education Directorate was organised on a regular basis under the control of Local Government and Rural Development Department, from 1973. The directorate launched its literacy programme with 6 thousand volunteers of the Sipah-i-Khidmat (Literacy Corps), but in 1975 the Corps was disbanded and the directorate reorganised its programme of adult education with the help of part-time teachers, after a break of two years. After yet another break, due to shortage of funds during 1979-80, a more vigorous programme was launched in 21 rural development centres in all the districts of the Punjab. In the process, two thousand adult education centres were established and teachers, retired army and civil personnel and Imams of mosques offered their services for implementing the programmes of the Centres. The basic Qaida (Primer) was revised to impart a strong religious bias to the literacy courses designed for adults. One of the salient features of this literacy programme was the organisation of Village Education Committees comprising a member of the union council, Imam of the local mosque, and two other local leaders as members. In 1973-74, in all, 6.1 thousand adult education centres were set up and the number of adults who received education in these centres was 63 thousand; in 1981-82 the number of centres rose to 6477 and the number of adults benefitting the facilities had increased to 132 thousand.

The Women's Division of the Government of Pakistan made available an amount of Rs.250 thousand for establishing as many as 3 thousand centres for women. Before 1979-80, low participation of women in education was not recognised as a factor responsible for the persistent low literacy rate of the country but at this juncture a strong lobby for the expansion of educational facilities for women was created and the focus suddenly shifted to female education. Well-planned female Education Centres were established with the help of separate Village Committees and literacy workers were drawn from the ranks of retired and working lady teacners and social workers. These female centres soon achieved an

enrollment of 58.7 thousand females. The Women's Division initiated a separate scheme for the establishment of 292 Model Female Adult Literacy Centres in the Punjab, from the year 1981-82, and the Project was wholly financed by the Federal Government. The scheme aimed at combining both literacy and income-generating skills like, tailoring, cutting, embroidery, etc., at these centres. In 1982-83 these model Centres served more than 5 thousand females.

Over a decade the bulk of Adult Education Centres have benefitted 830 thousand adults as against the addition of 500 thousand illiterates in the Province every year. Two elections to the local bodies during the last ten years have not noticeably influenced and improved the performance of these rural literacy centres. Lack of funds, lack of motivation of the target population and literacy workers, indifference of the elected local council members, concentration of literacy efforts on the older generation and unimaginative courses and routine of activities unrelated to the needs of most adults, are the major constraints contributing to the marginal success of the programme.

New Initiatives and Experiments

The creation of the Literacy and Mass Education Commission in 1981 as a semi-autonomous organisation for the coordination, consolidation and planning of Literacy and Mass Education Programmes at the national level, provided the much-needed nucleus for the planning, organisation, financing and integration of adult and non-formal educational activities. Over the past ten years a number of pilot projects have been launched, but according to a perceptive observer, these have afflicted Pakistan with a 'Pilot malady' which has given rise to the unending chain of more and more pilot projects. Most of these projects have been funded by international agencies and have been tested in and around the federal capital, Islamabad, over some years, and after encouraging evaluations and projections of promising data and results, these pilot projects quietly disappear from the scene. Brief descriptions of projects like the READ launched by the Non-Formal Wing of the Ministry of Education, IFE and FEPRA projects of the Allama Iqbal Open University, the Pakistan Television Adult Functional Literacy (AFL) Project, have been given earlier, but the only aspect on which it is difficult to comment is their long-range impact on the organisation of a literacy and non-formal educational plan for implementation at the national level. The findings and studies made during these experiments surely cross-fertilise our plans of action and the contents of our non-formal educational programmes, but the fact that these projects have not brought us any nearer to a breakthrough shows that there is something fundamentally wrong with this approach. While we know the shortcomings of our delivery system, the needs and interests of our deprived adult population leading a miserable life in our rural areas, and the limitations of our resources, we should not be losing any more time in going all out to liquidate illiteracy with a fail-safe package, as other nations in our region have done.

The role of non-governmental organisations in the development of non-formal education has been small but valuable. There are certain developmental agencies and departments of the Government which continue to make positive and meaningful contributions to sustain the NFE process. It would be useful to briefly examine the volume and impact of the activities of some of these agencies.

The Pakistan Girls Guides Association, established in 1974, has an active, dedicated and energetic group of literacy workers who regularly organise their own literacy centres and train young girls in literacy activities. In preparing young girls to undertake literacy work and make at least one girl in her home or in her neighbourhood literate, the Association is raising a big crop of literacy workers in the country. Adult literacy forms an integral part of the Guiding programme and the association has opened more than 100 centres where courses on health, nutrition, economic uplift, sewing and knitting, handicrafts, religious education and status of women in society are mixed imaginatively with an effective literacy package. The All Pakistan Women's Association (APWA) founded in 1949, has been organising its literacy classes for women under the trees and bridges, mostly in urban areas, right form its inception. Later its literacy programmes were extended to include reading of Holy Quran, sewing and embroidery, hygiene and sanitation, kitchen gardening, domestic poultry farming and training in nutrition, besides many programmes of professional training meeting the needs of the communities.

The Pakistan Academy for Rural Development, Peshawar, which started functioning in 1959, has been planning useful programmes of non-formal education as a part of its five integrated development Pilot Projects. The 'Ulema' Project was launched by the Academy in collaboration with the Auquaf Department of NWFP to tap the potentialities of 'Ulema' and 'Imam' of mosques for improving the quality of life in rural areas. A number of Government polytechnics, by offering evening classes in popular trades like drafting, surveying, electrical and electronic skills and specialities, refrigeration and auto-engineering along wuth literacy training are rendering useful service on a limited scale. The Agency for Barani Area Development (ABAD) is also rendering useful service by establishing 22 well equipped training centres for handling auto and farm machinery, woodwork, machine shop work, welding, masonry, tailoring, etc., along with literacy training, on a limited scale. Unfortunately the universities of Pakistan have not joined the efforts for the planning of non-formal education in the country in a significant way. But for the university of Agriculture, Faisalabad, and the Allama Iqbal Open University, no major NFE programme has been organised by university students or departments. The Departments of Health, Social Welfare, Population Planning, Agriculture, Rural Development, Industries, Information and Broadcasting, continue to promote social welfare activities through the organisations directly affiliated to these departments, and non-formal education invariably constitutes a basic component of the major programmes organised by these agencies on a self-help basis. The National Council of Social Welfare (NCSW) constituted in 1956 is an organisation which provides technical and financial assistance to all agencies promoting welfare of women, health, adult education, rehabilitation of the handicapped and a number of social welfare activities started on a self-help basis. The council evaluates the performance of all grant receiving agencies and the monthly average of its beneficiaries exceeds 19 thousand.

This overview of the main organisations, programmes and projects related to non-formal education shows that an institutional framework for the coordination of the wide range of overlapping and small-scale activities is lacking. Elected Councillors of the local bodies, university students, industrialists and philanthropists from the private sector, the mass media (particularly radio and television), a hard core of professionally competent, experienced and dedicated men and women capable of implementing and delivering the learning packages through the NFE Centres, have so far failed to join a full-scale national

crusade against illiteracy. Even by liberal estimates the total number of participants in the programmes of the NGOs and Social Welfare Departments hardly touches the 50 thousand mark. In a country where the number of illiterates has welled to 45 million, this amounts to an insignificant fraction of the total illiterate population of the country. Realising the need for the coordination of a number of agencies involved in the programmes of adult education, the Education Policy formulated in 1979 provided for the establishment of a National Council for Adult Education, with its headquarters at the Allama Iqbal Open University. The Council included representatives of all Government Agencies promoting NFE activities and 12 additional representatives of non-government organisations, comprising at least three ladies. The Council was charged with the responsibilities of coordinating all efforts in the field of adult education, channelising funds to different agencies and mobilising additional resources. The Literacy and Mass Education Commission as constituted at present, cannot, in the opinion of experts, perform the functions of an autonomous National Council of Adult Education. Without assuming the major role of coordinating the activities of all NFE agencies, LAMEC will continue to enjoy the status of yet another of the country'sheavily financed NFE agencies.

Non-formal Education (NFE)

Non-formal Education (NFE) is referred to as any organised educational activity operating outside the structure and routine of the formal school to provide selected types of learning to sub-groups in thhe population, especially out of school youth and adults. Some of the basic characteristics of NFE are:

- Programmes are designed to meet specific needs and aspirations of the particular target groups.
- Learning process takes place anywhere, any time and in any form outside of the school.
- Established as a part-time activity which is less costly because highly qualified instructors and well equipped buildings are not needed.
- Programme focuses on practical, functional and often job-oriented activities.
- Has a community base and its learning activities are under the control of, and relevant to, the needs of the participants.
- The concept of NFE stems from social justice, equalisation of educational opportunity, democracy, reduction of disparities and adaptation to social and cultural patterns in the country. Because of its emphasis on decentralisation, development, innovation and open-endedness, some experts in our country call it a model reflecting the needs and approaches of the developed world.

Many in Pakistan, including teachers, have no idea what Non-formal Education means. There is an urgent need to educate our social workers about these new concepts and processes of mass education and training. Programmes of Non-formal Education in Pakistan should broadly emphasise the following activities:

1. Literacy.
2. Training for tackling common socio-economic problems.
3. Occupational skills for raising productivity in agricultural and industrial sectors.
4. Supplementing formal education or providing an alternative to it.

The target groups for NFE in Pakistan are:

- Rural population.
- Women.
- School drop-outs and out-of-school youth.
- Unemployed, under-employed and under privileged youths.
- Handicapped persons.

The effective management of Non-formal Education is closely related to the motivation of all those who implement different programmes at the grass roots level and the beneficiaries have to be more active and motivated to successfully achieve the objectives of a specific programme. As there are no compulsions, no achievement certificates, no rigid timetables, and programmes are tailored to the needs of learners, Non-formal Education needs effective motivational techniques and whole-time support from the community. Each programme launched non-formally should have something tangible and useful to offer. Functional Literacy Centres organised under different pilot projects and the Allama Iqbal Open University and the AFL programmes of the Pakistan Television all have a non-formal character. We have to probe deeper to find out which factors, other than financial resources, hamper the nation-wide growth of a net-work of Non-Formal Education programmes as continuations of pilot experiments like the READ.

Continuing Education

Continuing education is regarded as a life-long process, responding to the needs of individuals for self development in different settings. In most developing countries in the region, more than 75 per cent of the population lives in rural areas. The focus of Continuing Education in these countries, therefore, is the rural population and the women who constitute more than 60 per cent of the illiterate population in rural areas. Continuing Education has been divided into two categories: firstly, Continuing Education is a programme supportive of UPE and literacy activities; secondly, there is that type of Continuing Education which goes beyond literacy and enables youth to apply their learning and improve their skills for improving their own quality of life and that of their community. As support to UPE, Continuing Education has been used as a means to help children complete primary education and to ensure that whatever is learned is retained and not lost.

There is an urgent need to evolve a system which can motivate the neo-literates to improve their literacy levels and pursue certain well-designed post-literacy activities which may permanently place them in the select company of the literate. In this country we treat Continuing Education and Non-Formal Education as identical concepts and look upon all these new approaches as the recognition of the right of children, men and women of all ages to have the opportunity to meet their learning needs, seek self-reliance, equality and effective living through education at any stage in their lives. This mode of learning implies that life-long education should be available to the poorest of the poor, and to women who should have equality of educational opportunity along with men. The Allama Iqbal Open university is one of the major promoters of Continuing Education in the country and its programmes and learning materials have benefitted all sections of the population. The Polytechnics in the country offer a wide variety of part-time evening programmes for those

who wish to acquire new skills and technical trades and expertise for improving their employment opportunities.

National Plan for NFE

In the sphere of Non-formal Education there is a near vacuum in the country. The system is in the embryonic stage and is too tenuous and microscopic in size to be of any consequence for the gigantic mass of illiterates accumulating in the country, year after year. With all the Conferences, Workshops, Policy Declarations, Foreign-Aided Pilot Projects, ambitious training programmes and literacy campaigns, we have not made much progress with Non-formal Education for the out of school youth. Analyses of the situation and international workshops on Non-Formal Education in the country have highlighted a number of ingredients of a plan of action at the national level which need a summing up. The country needs an overall national plan for Non-formal Education. Such a plan should determine the status and share assigned to the Non-Formal Sector within the educational system of the country, and give the programme a role within the national goals. The national plan will set forth the goals and objectives for NFE in terms of clearly identified literacy targets. The plan also has to establish a viable machinery or a structure for the implementation of the plan at different levels-national, provincial, regional and local or the village level.

The role of different agencies to be involved in the process has to be defined. A broad-based national agency for the coordination, implementation and evaluation of the entire programme has to be established on a democratic basis and such an agency must ensure maximum decentralisation and autonomy at all levels.

The NFE programmes require large-scale and long-term financing, and sacrifices have to be made by the nation for this cause. The nation has to allocate a minimum of 20 per cent (three times the current allocation) of its annual budget to education and at least 5 per cent of the total educational budget has to be provided to Non-Formal Education. In other words, at least one per cent of the annual national budget must be made available to NFE if it has to operate on a long-term basis without financial stringencies. The development of special materials with attractive formats and relevant contents and themes have to be an integral part of all NFE programmes. Of the greatest importance for the implementation of such a plan is the intensive training of those who have to implement the programme at different levels. Administrators, Programmers, Supervisors, Instructors and Workers have to be fully acquainted with the philosophy of the programme, its objectives, targets, techniques, and materials related to the programmes. The training should focus on new knowledge, new skills and new attitudes.

NGOs have an important role to play in a national programme of such gigantic proportions. The NGOs could be treated as the barometers of the performance of the programme. The organisations should have a big say in the planning and organisation of NFE programmes and all possible help may be given to them to participate fully in the implementation of national NFE programmes. The national NFE programme should have research and evaluation units at national and provincial levels and, through the feedback from these units, the programme should be constantly updated and readjusted. For all NFE programmes indigenous talent and expertise must be discovered and mobilised. Vigorous and sustained motivational, demand-generation campaigns must be launched over the entire country, and a start may be made with such target populations in rural areas as already have

a high level of motivation. Both radio and television should offer regular year-round education programmes. Elected representatives and community leaders must be associated with decision-making at all levels. Audios and video cassettes, films, special books and materials for neo-literates and motivational charts and posters must be produced on an extensive scale to strengthen the NFE System. Education of the females in rural areas has to be given special attention. The relationship of NFE programmes to formal education and particularly the schools must be strengthened in such a way that both systems benefit from mutual interactions. The foregoing may be described as the priorities for the development of a long-range national NFE programme in Pakistan.

Today in Pakistan about three-fourths of all adults and children cannot read and write. The reasons for this acute under-development are not far to seek. Education in Pakistan is under-financed. More than half of elementary school-age children are not even enrolled in schools. What is more alarming is that more than half of those who do enrol drop-out before completing their primary education, and continually swell the number of illiterates in the country. There is no viable and nationally sponsored adult education system in the country which may reclaim or provide a second chance for education of some sort to the out of school youth and illiterate adults. There are in the country as many as 45 million illiterates in the age group ten years and above, and the overwhelming majority of these illiterates are women whose rural literacy rate is only 7 per cent. One of the most disturbing aspects of our national life is that 63 per cent of the total employed labour in the country is illiterate. A massive country-wide training and skill development programme has to be launched to train workers to optimise their productivity. The experiments we have conducted over the past ten years can enable us to evolve techniques of planning and management of appropriate education at the elementary stage in collaboration with the local community. We are in a position to develop effective and low cost teaching-learning materials for individuals and well identified target groups in rural areas. The task of making the community itself aware that formal patterns of education in the country cannot serve all the educational needs of the country has to be undertaken with earnestness. Lack of resources frequently results in the discontinuation of useful educational activities, and in the ultimate analysis only a participatory approach can guarantee sustained educational activity. We should know that no simple solutions exist for the delivery of NFE programmes in a country where large populations, vast distances and thin spreads of diverse ethnic and cultural groups are involved.

Chapter 5

National Policy of Education for All

Targets of the Seventh Five-Year Plan

Over the past ten years the government has been wholeheartedly pursuing realistic targets of enrollment at the primary level, and a literacy rate commensurate with the enrollment rates established and with the mobilisation of the dormant and poorly equipped system of Adult and Continuing Education. The Fifth and Sixth Five-Year Plans for the economic development of the country set up plausible targets in education but failed to approach close to the targets identified. The Seventh Five-Year Plan (1988-93), recognising fully the implications of the APPEAL and the urgent need to achieve universalization of Primary Education by the year 2000, if not before, resolutely redefines national priorities in the field of primary education and makes substantially high allocations for the primary sector so that the nation may reach the destination of the UPE by the year 2000, and in the process achieve a literacy rate close to 80 percent.

The stated objectives of the Seventh Plan in the sub-sectors of Primary Education and Literacy spotlight the strategies to be adopted by the Government to achieve the targets of the APPEAL. The following brief analysis in the text of the Seventh Plan, launched in July 1988, sums up the National Policy of Education for All:

"In spite of targeting universalization of primary education in previous Five-Year Plans, its achievement remains a dream. Our primary schools still lack physical facilities. About 29,000 primary schools have no buildings and 16,000 schools have only one classroom. The targets of one teacher and one classroom for every class, which are the minimum essential requirements for quality education, appear difficult to achieve in the next few years. Rural primary schools are beset with a shortage of trained and qualified female teachers and a high incidence of teacher absenteeism. In rural areas, enrollment of girls is only about one third that of boys. Most of the teachers lack dedication, motivation and interest in their profession. Available data on educational statistics are both incomplete are unreliable.

Usually enrollment and number of teachers in private schools are under-reported. Lack of proper school mapping has made it difficult to identify locations for the opening of new primary schools to make them easily accessible for all children. The curriculum is mostly urban-oriented and lacks relevance to the actual daily life of children. The unattractive school environment has resulted in poor retention and a high drop-out rate. Seventh Plan hopes to deal with these problems effectively."

"The existence of 'Kachi' (pre-primary or zero class) in most schools is ignored as a separate entity by the statistical system and it gets counted as part of Class I enrolment. This tends to overstate both the participation rate and the drop-out rate. In the Seventh Plan, the separate entity of the preparatory class has been recognized. Bench mark and targets of the enrollment and participation rates have been adjusted accordingly...".

"By 1992-93 almost every child (boy or girl) of age 5+ will have access to a primary or mosque school. In order to achieve the targets of universal primary education, concerted efforts will have to be made to bring the girls of the relevant age groups in schools."

"The Seventh Plan aims at improving the physical as well as human resources infrastructure by providing buildings to shelterless schools, and by adding classrooms in overcrowded schools. Every primary school will have at least three teachers and two classrooms with a verandah."

"A detailed school mapping will be done to identify the educationally unserved localities. It will be ensured that new educational facilities are geographically well spread so that a school is within the easy reach of every child. Mosque schools will be opened for small settlements. A primary school will be established for every settlement of 500 persons or more. On the basis of total number of children in the settlement, if separate schools for boys and girls are not feasible, then a girls school will be opened. Boys up to the age of 8+ will be allowed to join this girls school. The existing disparity between boys' and girls' primary education facilities will be reduced. Terms and conditions (about age-limit, qualifications etc.) of entry and re-entry as a female teacher will be revised to facilitate availability of female teachers. Part-time employment will be permissible for girls' primary school teachers on contract basis. It will be possible to employ retired personnel in girls' schools if qualified teachers are not available."

"Many children who join the school either do not find it sufficiently attractive to continue or, because of poverty, wish to become earning members of the family. These children soon drop out of school. There will be legislation for compulsory primary education up to Grade V for all localities where a school is available within a radius of 1.5 Km."

"Full participation of primary school children cannot be achieved simply by opening of schools, especially in the rural areas. Apart making the curriculum relate more closely to the environment, a very strong motivational campaign will be launched during the Seventh Plan to convince parents to send their children to schools."

"The textbooks for primary schools will be improved. Integrated textbooks will be used up to Class III. The quality of textbooks in terms of their content and physical get-up will be improved. The province of Punjab will supply textbooks at subsidized rates. Similar possibilities will be explored in other provinces as well".

"Comfortable posture of students is an important determinant of effective learning. In most of the rural primary schools, however, small children undergo the inconvenience of sitting on the floor in all seasons. The Seventh Plan will provide simple and locally manufactured furniture in all the new primary schools."

"Existing methods of collection of the educational statistical data will be modernized for speedy collection of up to date, comprehensive and reliable statistical data. Education census days will be fixed for the whole country twice a year in consultation with the Ministry of Education. On these days, information on prescribed form will be collected, checked and verified."

"The 1981 census gives a literacy rate of 26.2% (35.1% for male and 16% for female). Urban-rural and male-female break-up of the literacy rates is as below:

Literacy Rates 1981

	Both sexes	Male	Female
Pakistan	26.2	35.1	16.0
Urban	47.1	55.3	37.3
Rural	17.3	26.2	7.3

"The Sixth Plan set target of making 15 million persons literate. But the literacy programmes launched did not prove effective enough. The literacy centres established during the first half of the Sixth Plan period were replaced by Nai Roshni Schools. In addition, 'IQRA' Pilot Project was started in Islamabad/Rawalpindi districts on experimental basis. During the Sixth Plan period hardly 0.8 million illiterates were made literate through the non-formal programme. The 'IQRA' Pilot Project model of awarding RS.1000 per neo-literate to the volunteer teachers will be difficult to replicate in other parts of the country, because of its being too expensive and having in built dangers of its misuse and corruption. The Sixth Plan experience has shown that shortcuts to literacy, besides being expensive, are hard to monitor. There is no substitute for formal education. The options available are either to divert resources for converting illiterates into literates with uncertain results and continue to deny half of the new generation even primary education, or to provide one hundred per cent facilities of primary education for the new generation and let the illiterates be phased out or be taken care of largely by the NGOs on demand basis. The Seventh Plan, therefore, relies mainly on expansion of compulsory primary education and efforts of NGOs for adult education to increase the literacy rate. In the short run the results will be slow but in the long run this approach will facilitate rapid increase in literacy rate. The existing Nai Roshni schools will be gradually absorbed into the formal education system. Firstly, through improvement and expansion of primary education, retention power of the primary schools will be improved. Secondly, a strong programme of adult literacy will be launched by the NGOs and mass media and also by the political parties as a socio-political campaign. The plan target will be to make about 5 million persons literate through the adult literacy programmes."

"It is estimated that the literate stock in 1987-88 would be 21.277 million, while the population in the age group of 10 and above will be 71.881 million. This gives a literacy rate of about 30%. By 1992-93, the age group population would rise to 84.311 million. The addition to the literate population during the five years period will be 12.493 million: 8.263 million through primary education; 1.67 million through the non-formal system; and 4.0 million through the efforts of adult literacy programmes of NGOs minus 1.440 million deaths. This will make the stock of illiterate persons in 1992-93 as 33.77 million which will give a literacy rate of about 40%. However, as a result of provision of 100% primary education infrastructure during the Seventh Plan, the literacy is expected to jump to 80% at the end of the century."

The strategy of the Government highlighted in the foregoing paragraphs from the text of the Seventh Plan document clearly aims at achieving a full participation rate by 1995 and then consolidating this full participation rate by taking steps to check the drop-out from the enrollment. Side by side with improvement of the primary sector, the non-formal sector will develop the capacity to impart literacy to at least 1.67 million illiterates per year.

Coordination between Literacy Programmes and the Primary School System

In our country, where the non-formal system is in a developing and nebulous stage, attention has not been given to the building up of an institutional relationship between literacy programmes and the primary school system. The relationship of the NFE programme structure to that of the formal education system has to be carefully developed for the greater good of both systems. Although school teachers lack motivation and appropriate skills for teaching adults, in countries like Pakistan school teachers inevitably get associated with most of the literacy and post-literacy programmes and, in fact, most NFE programmes depend entirely on them. By promoting the participation of students and teachers in literacy activities we open up the closed primary system also. Participation of teachers in literacy work not only vitalises the non-formal programmes but also contributes to making the literacy personnel better classroom teachers. Although literacy centres have been established in different environments and locations, we are making extensive use of schools in evening and afternoon hours, particularly in urban areas. Some of the community learning centres established in rural areas offer formal and non-formal activities for both adults and children, while encouraging the participation of the community in the management of the multi-purpose centres. This approach not only facilitates interaction between formal and non-formal education but also has a cost-saving aspect. Closer contacts between the two types of education would exercise a salutary influence on the formal school system. The channels opened for the NFE system will, in due course of time, make in-roads into the curricula, methodology and management of the formal schools. The Mosque and Mohalla schools in the non-formal sector have the same curricula and courses of study as the formal schools and those completing studies in these schools can join the formal school in the relevant higher grades. This is an important linkage, which establishes equivalence between the non-formal and formal streams, and dispels the feeling that non-formal education has an inferior status. Because of the now-on and now-off nature of the non-formal programmes, most teachers consider jobs in the formal system to be

securer than the jobs in a non-formal set-up. Teachers and courses are the major linkages and bridges between the two interacting systems.

Our country offers a wide variety of opportunities for continuing education to both the youth and adults belonging to different professions. We have evening classes in technical institutes for retraining and updating of different specialities. Some of the universities also offer programmes directly oriented to the professional and socio-economic needs of the participants. Since the ultimate objective is to have easy transfer from formal to non-formal education, and vice versa, some sort of equivalency and linkage between programmes is needed. Once a system is established in which a specific achievement level can be identified and standardised, various modalities for reaching these levels would open up in the field of employment and expertise. Most experts in the country agree that coordination will only be fruitfully established when the non-formal system develops sufficiently and acquires a stature comparable with the well-entrenched formal primary system. Even though inter-sectoral boards or committees may be set up at the central level to coordinate literacy, developmental and social welfare activities launched by different ministries and departments, coordination at the central level has to be followed up by strong linkages at the lower implementation levels.

To avoid overlapping and wastage of resources in the formal and non-formal channels of education, coordinated planning is imperative. The functionaries of all departments and agencies concerned with formal and non-formal education, including functionaries of departments and NGOs directly related to the programmes, should team up for optimal utilisation of resources through the integrated implementation, monitoring and evaluation of plans for development in an area. The concept of coordinated planning means bringing about mutual support between formal and non-formal education in respect of mobilisation and use of personnel, administrative structures, curricular and instructional materials, training of teachers and supervisors, evaluation procedures, techniques developed within different modes, and related physical facilities. Some of the deficiencies of NFE are obvious. Integrated planning needs to be developed; imbalances in the budgetary allocations for the provision of basic physical facilities for non-formal education have to be corrected; the tendency of the formal sector not to share its physical facilities generously with the non-formal sector has to be curbed; personnel from the formal sector engaged in the non-formal sector generally lack adequate orientation and training; and curricula and teaching materials relevant to specific needs of the clientele in the non-formal sector have not been produced on an extensive scale. Reforms have to be introduced to ameliorate these prevailing trends. As the non-formal sector matures, a coordination mechanism between the formal and non-formal modes will grow stronger. The Ministry of Education and its agencies, notably LAMEC and AIOU, assisted by a few NGOs, supports all the literacy and post-literacy programmes in the country, and, therefore, the Ministry functions also as the principal coordinating agency for both formal and non-formal education programmes and activities.

The National Coordination Council for Literacy and Mass Education set up in 1983 is the highest policy making body, with the President of Pakistan as its Chairman. The Federal and Provincial Education Ministers, Secretary of the Ministry of Education, Vice-Chancellor of Allama Iqbal Open University, representatives of the Ministries of Planning and Development, Finance, Local Government, and Women's Division are the members of the

Council. The Council was constituted to oversee and coordinate the national effort in the field of literacy and mass education, assess its effectiveness and impact, and generally function as the highest decision-making forum in the field. Once the volume of NFE programmes in the country grows, the same Coordination Council may strengthen the linkages between the formal and non-formal system. Currently coordination between the voluminous and pervasive formal stream and the slender non-formal stream is steadily building up.

Future Activities Related to APPEAL

To improve the quality of primary education and to expand and strengthen its base, ground-work has been laid for the following five major thrusts.

a. In all the four provinces of the country new school buildings are being constructed and non-lapsable funds are being increasingly allocated for the repair of existing buildings and addition of classrooms and basic physical facilities to all primary schools. In the Punjab, the largest province of the country, more than ten thousand new primary schools will be constructed over the next four years, half of the new schools being for girls. The 7th Five-Year Plan envisages provision of a primary school within a distance of a kilometre from every village.

b. With the administrative reorganisation of the primary educational sector and the creation of separate Directorates of Primary Education in all the Provinces of the country, management and supervision of primary education will distinctly improve. In the existing combined secondary and primary school education Directorates, the primary sector suffered on account of emphasis on the secondary sector. The senior primary school teachers had no opportunities for upward mobility in a hierarchy dominated by administrators selected exclusively from the cadres of senior Secondary School Teachers. Creation of an Intermediate tier of learning coordinators will further improve the system of supervision of primary schools.

c. The role of the private sector in primary education will be renewed and reinforced. The hitherto inactive and dispossessed private sector will receive greater incentives from the Government to offer quality primary education, particularly in rural areas. So far, the teachers are apprehensive about the arbitrary and oppressive role of local bodies at the primary level and the handing over of the primary sector of education to the elected local bodies in the towns and rural areas has been resisted. With more democratic and motivated leadership emerging within the local bodies system the link of primary education with local bodies may be reestablished more constructively.

d. With comprehensive curriculum development and materials supply on the one hand, and intensive teacher training programmes on the other, primary education will become less wasteful and more absorbing for the school-age population. With the activation of parents and community groups through communication and demand generation campaigns, the primary schools will function more effectively and drop-out rates will fall drastically.

e. Legislation for compulsory and free primary education for all children within the age group 5-9 years.

The share of education in national budgetary allocations will rise progressively and increase up to 5 per cent of the GNP, or 20 per cent of the annual national budget. The present 25 per cent share of primary education in the total annual educational outlay, under the pressure of the overwhelming public opinion for universalisation of primary education at all costs, may shoot up to 60 per cent, with a massive increase in the developmental budget.

Non-formal Education

The non-formal sector in our country is in an embryonic stage. The scope for non-formal educational programmes, which cover both the elementary education of non-enrolled and out of school children, and adults motivated to learn the 3 Rs or improve their skills through continuing educational programmes, is unlimited. With nearly 45 million illiterate adults in the country, and half the school-age population out of school because of restricted access and low intake of the formal system, NFE is the only golden path to a high literacy percentage, ranging between 50 and 60 per cent, by the end of the century. There is a sharper awareness of the role this mode of education can assume, and a number of measures now planned may well enable us to leap forward in the field of literacy. Eight of the likely developments in this sector are:

- Firm allocation of 5 per cent of the educational budget over a period of ten years.
- Greater role of Television and Radio in the promotion of NFE programmes, and motivation of the population in rural areas and women to acquire literacy for self-development and active participation in national life.
- Greater role to be assumed by NGOs in the planning and implementation of NFE programmes.
- All industrial concerns and Government offices to compulsorily establish centres of non-formal education, designed to make all workers literate within a prescribed period of taking up the job. It may be made obligatory for all factories to set apart adequate funds for the education of industrial workers and their children.
- The Iqra surcharge, an educational excess of 5% on all imports in the country, may be extended to other sectors of the economy, and at least half of this fund may be diverted to the strengthening of nationwide NFE programmes.
- Development of mosque and mohalla schools.
- Possibilities of a student literacy corps for which senior students of B.A/B.Sc, M.A/M.Sc. levels may be selected to launch a well planned national NFE programme throughout the country.
- Greater coordination between different agencies promoting NFE activities.

Continuing Education

The Allama Iqbal Open University, some of the technical institutes in the country and a number of Government and private agencies offer useful continuing education programmes on a small scale. In the years to come, with the expansion of NFE and strengthening of the primary educational sector, programmes of continuing education will increase significantly. Some of the developments in this sector may be on the following lines:

a. The Allama Iqbal Open University will strengthen its multi-media delivery technology and organise extensive and wide-ranging radio and television programmes and prepare special booklets and reading materials for mobile operational units in rural areas offering adult educational programmes.

b. With the establishment of NICE (National Institute of Communication Education) quality reading material for neo-literates, a large number of booklets on industrial arts and skill-learning, instructive radio and television programmes on regular educational channels, and educational films for those desirous of improving their competencies in different fields may be produced on a large scale.

c. Universities and Polytechnics in the country may expand their evening diploma programmes for those who wish to pursue specialised studies after office or factory working hours. Emphasis on skill-training in an evening shift programme of polytechnics and engineering colleges, and broadening of the range of short-term training programmes may popularise such continuing educational programmes.

d. Education and guidance through correspondence may be expanded, and, as in the advanced countries, it may become a regular and more effective channel of education in the country.

e. Regular evening shifts at a large number of institutions at all levels will provide useful and instructive educational facilities to those who earn their living through jobs of various kinds in the morning hours.

f. Introduction of Technical Middle Schools and Technical High Schools on a large scale will facilitate skill-training and encourage the re-entry of out of school youth into the educational system through continuing educational programmes of these school after school hours.

Chapter 6

National Co-ordination Mechanism for APPEAL

At the national level a National Coordination Committee for APPEAL has already been constituted. Coordination committees will be formed to plan, promote, coordinate and monitor APPEAL activities at the provincial levels. It has been proposed that similar committees may be set up at the district level and also at the Union Council (a council of a cluster of 6 villages) level to maintain strong links with the national and provincial committees and to effectively perform the basic tasks, such as establishment of NFE centres, provision of learning and teaching materials, appointment of teachers for the Centres, making adequate arrangements for the supervision of the Centres, adoption of measures for the motivation of the target population and the local community, and maintenance of authentic records of progress in the respective areas.

The Committee has to take stock of the existing situation and evolve a viable three-pronged national plan of action to:

1. Provide schooling facilities for each and every child of the age group 5 to 9 years.
2. Mobilise all the resource persons, and sufficient financial resources to offer educational opportunities suited to the needs and aptitudes of the illiterate adults in the 15 to 45 year age group and to offer a second chance to those who could not get education at the right age.
3. Establish a system of continuing education by which the newly acquired reading and writing capabilities of the neo-literates can be preserved and strengthened.

Past progress towards the goals of universal primary education and 100 per cent literacy has been slow and disheartening. The APPEAL Committee can generate a momentum which may enable us to reach at least the destination of UPE by 2000, if not a high literacy rate of 80%.

National Activities Related to APPEAL

Since the official launching of 'Asia Pacific Programme of Education for All' by the Director General of UNESCO on February 23, 1987, Pakistan, like many other countries in the region, has been actively planning programmes and activities to bring into sharp focus the three principal objectives of the APPEAL and to motivate the entire nation to accelerate its efforts for the achievement of the goals by the year 2000. A chain of meetings and workshops were organised at different levels during 1987-88, and the aim of all these meetings has been to seek solutions to some of the most critical problems undermining our efforts for both the attainment of Universal Primary Education by the year 2000 and the establishment of a national system of non-formal education capable of eradicating illiteracy in the country within a reasonable timeframe. The highlights of some of the workshops and conferences held during 1987-88 may be summed up as follows:

National Workshops on the Promotion of Girls' Education

The Primary and Non-Formal Wing of the Ministry of Education organised two National Workshops on the Promotion of Girls' Education in the context of Universal Primary Education. The first was a 4-day Workshop held at Islamabad from September 28 to October 1, 1987, on the in-service training of teachers for the education of girls at primary level. This Workshop, the first of its kind organised in the country, focused on the selection and training of female teachers at the primary level and was attended by 25 key teacher-trainers and administrators from the four provinces of the country and Azad Jammu and Kashmir. The participants made an in-depth analysis of problems and issues related to the training of a corps of national specialists for the in-service training of female primary school teachers, and made a number of valuable recommendations. Some of the recommendations of the workshop converged on:

- Need for an exclusive female in-service training centre at every provincial headquarters.
- Training of all teachers in turns in a 5-year repeating cycle.
- Need for a mobile squad of trainers for remote rural areas.
- Need to improve the way in which supervisors give guidance and feedback to lady teachers.
- Decentralisation of administrative structure of primary education.
- Training to focus on professional aspects such as methodology of teaching, psychology of children, handling children of multiple grades, perspective of new syllabi and the education policies of the Government.
- Need to motivate the teachers to be regular, dutiful and more confident in facing the students and checking the drop-out rate.
- Incentives for good performance on completion of in-service training.
- Materials supplied to the participants should be carefully and knowledgeably written.
- Need to teach elements of account-keeping to trainees.

A second workshop covering a broader spectrum of problems and issues related to the participation of girls in primary education was organised in the first week of October 1987. This workshop was designed to assist the Ministry in the formulation of a National Plan of Action for the promotion of girls' education in the context of UPE. The focus of this second workshop was on the introduction of innovative methods and approaches through alternative and complementary forms of primary education, development of curriculum materials, training of teachers and community mobilisation. A sizeable group of specialists related to the specialised sectors for educational planning, curriculum development, training of teachers and research in the field of primary education of girls, participated in this workshop. Among the major causes of low participation of girls in education at the elementary level as perceived by the experts were: poverty and illiteracy of parents; preferential treatment of boys and low self-estimation bred in the girls from childhood; distance of girls' schools from the home of village girls; heavy burden of household chores on the girls of tender age; irrelevant curricula; ineffective teaching and absenteeism of teachers; early marriage of girls; fear of examinations and absence of basic physical facilities in girls schools. Some of the recommendations made for the strengthening of female primary education were: legislation for free compulsory primary education for girls; award of monthly stipends to all girls attending primary schools in rural areas; separate schools for girls within a kilometre of the homes of girls in villages; provision of buildings, boundary walls and basic facilities for classrooms for all girls schools; relaxation of age-limits for admissions and automatic promotion of girls to higher classes; greater incentives and facilities for qualified female teachers and more effective supervision of girls' schools; all schools to be at least two-teacher schools.

Regional Conference on Non-formal Education

The Ministry of Education, Government of Pakistan, in collaboration with UNICEF and UNESCO, organised a 6-day Regional Conference on Non-Formal Education at Islamabad from August 22 to 27, 1987. The main objective of the Conference was to enable the Government of Pakistan to draw on the experiences of countries like Thailand, the Philippines, Indonesia and India in the design and implementation of a viable national programme of NFE, particularly for the age group 9-15 years. The focus of the Conference was a review of NFE experiences of different Asian countries. Areas covered included identification of designs for curriculum, training of teachers, management and instructional materials, evaluation programmes and preparation of a design guide. The idea of a strategy for the development of a national NFE programme for developing countries in general was discussed. Experts from 15 South and East Asian Countries presented papers on all major aspects of Non-Formal Education. Themes like Literacy and Functional Objectives of NFE for out of school youth and adults, core curriculum for literacy and skill development, teaching/learning methodologies of NFE, production of instructional materials, teacher training, and management and financing of NFE and community education were comprehensively analysed by the participants. During its last three days the Conference set up six groups to finalise reports and recommendations on:

- Objectives and approaches of NFE.
- Curricula and teaching-learning methods of NFE.
- Training of teachers, administrators and NFE Personnel.
- Design and production of instructional materials and programmes.
- Management, monitoring and evaluation systems for NFE.
- Planning, organising and financing NFE.

The conference critically examined the existing management capacity, availability of financial resources and targets to be aimed at for implementing an NFE programme for Pakistan covering a period of ten years. During their deliberations the experts participating in the conference emphasised that no simple solutions for the successful delivery of NFE programmes could be worked out for countries where large populations, vast distances and different ethnic groups are involved. It was strongly felt that an overall national NFE plan was of the greatest importance. Such a plan can impart status and recognition to the programmes and define the long-term and short-term goals. The concensus was that at least 5 per cent of the total educational budget should be allocated for NFE programmes and the educational budget itself should be raised to 5 per cent of the GNP.

Innovative Programmes for Girl's Education

The Primary and Non-formal Education Wing of the Ministry of Education organised a 6-day workshop at Islamabad from February 24 to March 2, 1988, on the impact of "Innovative Programmes on Promotion of Universal Primary Education For Girls in Pakistan". A large number of senior female educational administrators from all the Provinces of the country participated in this workshop. The role of Mosque Schools, Mohalla Schools and Nai Roshni Schools in the strengthening and widening of elementary educational facilities for girls was examined in depth, and measures for increasing the existing participation rate of 20 per cent for girls in these newly created facilities were identified.

National Workshop on Asia-Pacific Programme of Education for All

The Primary and Non-Formal Education Wing of the Ministry of Education, Government of Pakistan, organised a national workshop on APPEAL at Islamabad, from July 9 to 14, 1988 to initiate strategies and programmes for the Universalization of Primary Education, eradication of illiteracy and provision of Continuing Education in Pakistan by the year 2000, in the context of APPEAL. The Education Minister of the Government of Pakistan inaugurated the workshop. Experts on Primary Education, Literacy Programmes and Continuing Education presented their papers, highlighting achievements, problems and issues, followed by general discussion on 9, 10 and 11 July, 1988. Later the workshop participants were divided into four groups: Literacy and Non-formal Education; Continuing Education; Primary Education and Non-Governmental Organizations.

The groups developed strategies, plans and programmes to achieve goals of eradicating illiteracy, universalizing Primary Education and providing Continuing Education in the context of APPEAL. Through general discussions the four groups evolved the following recommendations for implementation by Governmental and Non-Governmental agencies and organizations in the country:

UPE

1. Primary education is the right of every Pakistani child. In order to provide primary education facilities, sufficient funds should be earmarked in the Budget. The surcharge through Iqra fund can act as the main source for funding primary education.
2. The funds for primary education should be made non-lapsable and non-transferable.
3. Vigorous motivational campaigns through mass media, NGOs and community organizations should be launched for the universalization of primary education.
4. Legislation on compulsory primary education for places where facilities are available should be enforced after completion of requisite formalities at the federal and provincial levels.
5. Separate Directorates of Primary Education should be established in all the four Provinces and Azad Jammu and Kashmir.
6. The quality of primary education should be improved by providing an adequate number of trained teachers, physical facilities, flexible schedules and learning materials, so that the drop-out rate is reduced to the minimum level.

Literacy and Mass Education

7. Pakistan being a muslim country should emphasize the motto. "Seek knowledge from cradle to grave." It cannot afford to remain illiterate while other countries are forging ahead in literacy. Therefore, illiteracy must be eradicated and 100% literacy achieved in Pakistan. Priority should be given to the target of making ten million adults in the age group 15-35 years literate by 2000.
8. The country should adopt a ten-year programme to make 10 million people literate.
9. National Policy on Literacy should be formulated. The literacy programmes to be launched should, therefore, not be on an ad hoc basis. The projects should contain an inbuilt mechanism of evaluation and should be allowed to continue with proper funding, if found effective.
10. The non-governmental organizations (NGOs) must be actively involved in planning and implementation of literacy programmes from the national to the field level.

Continuing Education

11. Continuing Education programmes should be developed to provide learning opportunities to all the people to meet their socio-economic needs and choices. Appropriate structures, curricula, methodology and materials of Continuing Education must be developed for different target groups.
12. Continuing Educational Institutions, specially LAMEC and AIOU, must be strengthened to provide leadership in the field of Continuing Education. Other universities and Institutions must be encouraged to provide systematic Continuing Education. There must be close coordination among the Continuing Education institutions.

NGOs

13. In order to eradicate illiteracy and provide Continuing Education, NGOs must be actively involved.

14. The government should identify viable NGOs, coordinate their efforts and provide financial and technical support for projects within the framework of national policies and programmes.

15. The government should encourage NGOs to form a network for exchanging information, expertise and experiences.

Chapter 7

Planning Models for APPEAL

Data Base

Tables 1.B.1 to 1.B.5 in the Statistics Chapter span from 1960 to 2000 and show the growth rate of population, the number of adult illiterates in the country, the literacy rate by sex, the enrollment ratio and the number of out of school children, and the survival rate of enrolled children up to the final grade at the primary level. Greater detail and depth is imparted to the dismal picture projected by these tables by tables 1.B.6 to 1.B.15, which spotlight the population dynamics, progress at different educational levels since independence, disparities in literacy levels between boys and girls and between the different provinces and regions of the country, yearly growth for enrollment at different levels since independence, and primary enrollment by grade in the Provinces and Federal areas during 1986-87. Tables 1.B.14 to 1.B.20 reflect the new trends, and dimensions which could ultimately show the way to the goal of UPE and elimination of illiteracy in the country. The information contained in some of the tables from 1.B. 14 to 1.B.20 may appear to be overlapping and lacking in relevance, but all these have a bearing on the exceptional efforts we have to mobilise to universalise primary education by the year 2000, and to develop a viable strategy for reducing illiteracy to the minimum within this realistic timeframe. To supplement the scenario built up by these twenty tables, a statistical analysis prepared by the UNESCO Principal Regional Office for Asia and the Pacific, in the form of a Diagnostic Probe and Planning Model for Pakistan, based on the UNESCO Statistical Yearbook 1987, has also been included as tables AB-1-1 to AB-1-5 and AB-1.1-1 to AB-1.1-2, at pages 145-147. A summing up of the situation and the true implications of these vital statistics is needed for the purpose of identifying major obstacles to Education for All in Pakistan and for evolving effective strategies for the eradication of illiteracy, universalization of primary education and provision of facilities for continuing education before, or by the year 2000.

Multiplying Numbers of Schools

With the persistent galloping birth rate of 3 per cent, the highest in the region, the population of the country has touched 103.5 million, and in the year 2000 it will swell

beyond 151 million. The total 5 to 9 years school age population, which stood in 1981 at 13.5 million and in 1988 at 16.6 million, will exceed 24.2 million in the year 2000. In 1981 we need (keeping in view the norm of 90 children per school) 150 thousand schools for 100 per cent enrollment; in 1988, for 100 per cent enrollment, the number of schools required is 180 thousand; and in the year 2000 we will need as many as 270 thousand schools for universal enrollment. This is a staggering figure and is easier calculated than practically achieved. From the tables we note that in 1981 we had 55 thousand primary schools, and in 1988 we have 82.6 thousand primary schools of all descriptions. This shows that in seven years we have been able to increase the number of schools by 27,600 which works out to an addition of nearly four thousand schools per year. Comparisons of the minimum requirement of schools with the existing numbers of schools show that in 1981 the actual number of primary schools was one third of the barest minimum of the schools needed by children of schoolgoing age and in 1988 the actual number of primary schools is one half of the total number of schools which the section of population of school-age children needs. To be able to provide schooling facilities for all children of the age-group 5 to 9 years in the year 2000, we will have to establish 16 thousand schools per year from now on, to provide 188 thousand additional schools required in the year 2000. This planned annual growth rate is four times the peak growth rate we have been able to achieve during the 6th Five-Year plan period 1983-88. In the light of this analysis, the 7th Plan target of "providing almost every child (boy or girl) of age 5 and above" access to a primary or mosque school, would require that we establish over 25 thousand schools, every year right up to 1993. This is a formidable target to pursue, and our record in the past and the resources we are setting apart for this herculean task, hardly make it appear accessible. To make UPE a national aspiration and a dearly cherished goal, we have to keep these hard realities before us and build up our plans and resolutions on enlightened and scientific policy and planning, strategies and programmes, resource mobilisation and organizational structures, and, above all, on community participation and deeper motivation of the target groups to be drawn into the educational process. As for the present trends, it is clear that so long as the total number of primary schools in the country is one third or half the total number our children justifiably need, more than half of the school-age children will inevitably remain out of school and eventually turn into illiterates for life. To cover the 3% annual growth rate of population alone, at least 4.5 thousand new primary schools should be established every year, and this means an annual increase of 6 per cent in the number of schools simply to offset the high birth rate.

Participation Rate at Primary Level

One of the crucial parameters for any educational level is the participation or enrollment ratio. Right up to 1987, the estimated enrollment at the primary level appeared to be static at 48 per cent, 63 per cent for boys and 32 per cent for girls. The rural participation rate was 40 per cent - 58 per cent for boys and 20 per cent for girls; the urban participation rate was 72 per cent - 77 per cent for boys and 68 per cent for girls. The largest province, Punjab, had the largest participation rate of 46 per cent and the smallest (population-wise) province of Baluchistan had an average participation rate of 20 per cent. The whole enrollment pattern is built up on 2:1 boys' and girls' enrollment ratio and 9:5 urban and rural enrollment ratio. According to the date released at the conclusion of the 6th Five-Year Plan, the enrollment ratio during 1987-88 is estimated to work out to be 63.5 per cent - 79.5

per cent for boys and 45.7 for girls. This is a sort of a leap forward, from 48 to 63.5 per cent in 5 years, and needs to be rechecked from different angles and sources. Even under the expanded system, 20.5 per cent of boys and 54.3 per cent of girls have no access to primary schools. In short, the primary education facilities cover only 63.5 per cent of the children in the age group of 5 to 9 years.

Causes of Low Participation

Some of the basic reasons for this restricted and inadequate access to primary education may be highlighted. Most children of the primary school age group in rural areas, particularly girls, cannot attend schools as no schools exist within walking distance of their homes. The negative attitudes of parents towards the education of girls, demands on girls to help mothers with household chores and scarcity of separate schools for girls, often force a large number of girls to stay away from formal schools. At least 20 per cent of the population in rural areas lives in settlements of less than 300 persons and the provision of a school building for a very small school-going population becomes uneconomical. There are as many as 29 thousand shelterless primary schools and 16 thousand one-room schools which do not hold any attraction for those who wish to start their education. A number of schools exist only in Government records but have no teacher and no building for admitting students. With the connivance of the authorities and the protection of influential men in the areas, favoured persons draw their salaries regularly against these 'ghost' schools. Poor and illiterate parents choose to engage their children in unskilled work to add to the family income, instead of educating them in a poorly established primary school. Teachers play no role in persuading parents to send their children to schools and because of their absenteeism repel those who intend to or have already joined a school.

School's Absorbing Programme

The need to provide schools for all children is basic and paramount. Unless we establish an adequate number of schools to make a school available to a child within a distance of a kilometre from home, we will not be justified in arguing that a host of extraneous factors ultimately keep them out of school. We have already noted that in order to offer schooling facilities to all the school-age children in the country the present number of primary schools has to be doubled. This process would involve an expenditure of 90 billion rupees and a stupendous amount of construction work. Even if we manage to provide all the schools we need in the country, the next most important question is whether all the children would automatically enrol themselves in the schools. The answer would be that a horse can be brought to water but it cannot be made to drink. The school programme has to be compelling enough to exercise a big pull on the children and their parents, the schooling facilities have to be adequate and absorbing, and the community must be motivated enough to build pressure for making the best of the facilities provided. Compulsory and free primary education for all children for a period of 5 years in all areas where schools exist within a radius of 1 Km., relevance of school curricula to the needs of the socio-economic set-up to which the children belong, provision of basic facilities in every school, and motivation and active participation of the community in the supervision and strengthening of schools, could step up the enrollments and take us closer to UPE in the shortest possible time.

Expanding Out-of-School Population of Children

Enrollments at the primary level have grown from 0.77 million in 1947-48, the first year of independence, to 7.7 million (estimated) in 1987-88, and this represents a ten-fold increase. This is one side of the picture; the other side is dismal. In 1947-48, the participation rate was 17 per cent, 30 per cent for boys and only 5 per cent for girls. This low participation rate indicates that we were then keeping over 5.6 million children out of school. In 1988, with an enrollment percentage between 63% and 50% (as 63.2% is only an estimated percentage) we are keeping 8.3 million children out-of-school. It is clear that today with a ten times higher participation rate we have, in absolute terms, more school-age children out of school than we had at the time of the creation of Pakistan. As the statistical tables show, the number of out-of-school children may increase from 5.3 million in 1960 to 8.3 million in the year 2000 provided the current trends persist. Providing schooling facilities for out of school children is the first step towards UPE. While in other countries in the region the out of school primary age population is steadily decreasing, no sharp decrease has yet been registered in Pakistan. All one could say is that the increase of out-of-school children has slowed down. An awareness for the broadening of the base of primary education is developing and positive signs are bound to take shape by the conclusion of 7th Five-Year Plan in 1993.

Wastage and Rejection

To universalise primary education we have to address ourselves to the persistent, overwhelming and distracting phenomenon of drop-outs in schools. A two-way traffic builds up; more and more schools and higher enrollments on the one hand, and a greater and greater number giving up schooling all along the primary cycle of five years. The causes of this excessive wastage and drop-out are many and complicated, but the end result is that half the students who enter grade I drop-out before reaching grade V. In fact, 25 per cent of boys and 40 per cent of girls drop-out of school during the very first year of enrollment in grade I. This phenomenon of drop-outs cruelly cuts down to one half the enrollment in schools and doubles the per unit cost of primary education. This unabated rejection, attrition and flux of enrolled children weakens and destabilizes the school system. If the expansion of the school system and enlargement of the participation at this level is to be meaningful, this wayward out-flow of students must be checked. Table 1.B.5 shows that in the 1960s the drop-out rate was as high as 60% - 47% for boys and 73% for girls; during the 1980s the drop-out rate came down to 47% - 39% for boys and 55% for girls. In 1980, of the 1.7 million children who enrolled in schools, roughly 0.9 million left schools without completing primary education. The survival rate or holding power of a school depends on: physical facilities offered by the school, content of the teaching programme and quality of instruction, dedication and style in which the teacher runs his school from day to day, attitudes, aspirations and economic backgrounds of the parents of the children, the effectiveness of the supervisory system, the level of motivation of the community, and a host of in-school and out-of-school factors which directly or indirectly aggravate this problem. A number of studies have been conducted for identifying the remedial measures which can check this rot, but the wastage goes on, as the root causes remain undisturbed. By providing the basic needs of a school and by making the teacher more hard-working, devoted and responsible for the children under his or her charge, this problem could be brought under effective control. As the drop-out rate undermines the process of univer-

salization and is vitally related to the principal elements which critically influence the renewal of primary education in Pakistan, we may have to focus again on this problem to clearly identify measures for controlling the rising tide of drop-outs.

Making of Illiterates of Tomorrow

The unenrolled and out-of-school children, and the school drop-outs of today are the illiterates of tomorrow, as the non-formal system of education is so tenuous and ineffective that it cannot offer even a semblance of a second viable chance to these ignorant, deprived and vast multitudes to acquire literacy and related skills. There is no educational system for reclaiming these helpless and drifting teenagers and adults. In the year 1960, the number of illiterates contributed by these two sources amounted to 8.8 million. When we take into account the existing stock of illiterates inherited from the backlog of preceding years, the total number of illiterates in the country turns out to be 21 million in 1960 and 34.5 million in 1980. While the backlog carries forth undiminished, there can be no hope of eliminating or significantly reducing illiteracy, so long as the nation fails to put into operation a nationwide non-formal programme of mass literacy. In the existing framework of inadequate and inefficient primary education system, and a disorganised and a minuscule system of adult and non-formal education, one cannot expect the literacy percentage to improve significantly. Even if we could energise our primary school system to a level where the enrollment reaches 100% level and the drop-out rate is reduced to zero today, we will still be left with an estimated number of 47.3 million illiterates to be given literacy at the rate of nearly 4.73 million per year, so that we may be able to eliminate illiteracy completely by the year 2000. The ifs we have imposed on the situation are ifs, as the task of additionally imparting literacy to 4.73 million per year is formidable indeed! To undertake this literacy task we will have to establish (with 40 adults per centre), at least 118 thousand literacy centres all over the country, a number which exceeds the existing number of primary schools by 36 thousand. We have to examine the painfully slow growth of literacy in the country with this backdrop.

Erasing the Stigma of Low Literacy Rate

From 1970 to 1988, in a period of 18 years, the literacy percentage in Pakistan has increased from 16.3% to 26.5%, an increase of 10.2 per cent, at the rate of 0.57% per year. Our literacy rate of 26.5%, the lowest in the Asia-Pacific region, places us amongst the least developed nations of the world and hurts our national pride deeply. Our per capita income tends to rank us much higher in the community of nations. We must realise that no uneducated society has ever achieved economic strength, self-reliance and stability. We have to make the nation understand that the scale at which illiteracy persists in our country is a blot on our national image.

Literacy by Sex and Region

The breakdown of this low literacy rate needs reiteration and objective analysis. Subject to slight readjustments, the overall male literacy rate for the age bracket 15 years and above is 36%, and the overall female literacy rate is 15.2%; the overall urban literacy rate is 47.4%, with a break-up of 56.9% for males and 35.9% for females; the total rural literacy rate is 17.2%, males having a literacy rate of 26.6% and females a literacy rate of 6.8%. Amongst the Provinces, Sind has the highest total literacy rate of 31.2%, Punjab 27.3%, NWFP 17.3%

and Baluchistan only 10.9%. Female literacy rates touch the lowest marks in Baluchistan and NWFP, where the female literacy rates are 4.2% and 6.3% respectively. In the rural areas of Punjab, Sind, NWFP and Baluchistan, the literacy rates for females are 5.2%, 5.8%, 2.2% and 1.3% respectively, whereas the average female literacy percentage over all the rural areas of Pakistan is 4.7%. These features underline our priorities in the field of literacy. The pointers are that the focus of our major programmes for the improvement of primary education and literacy has to be on women, rural areas and the two smaller provinces, NWFP and Baluchistan. For complete elimination of illiteracy not only have the existing stocks of illiterates to be eradicated but 100% enrollment and a 100% survival rate have also to be maintained. With the persistence of the current restricted approaches to the development of literacy in the country we may succeed in achieving a 38.3 or 40.0 per cent literacy rate by the year 2000. In the year 2000, a 40 per cent literacy rate may be the poorest and most abysmally low as compared to the performance of other developing countries of the region which are making great sacrifices and strides; consistently allocating much higher percentages of their respective GNPs to the primary educational sector than does Pakistan.

Not by Slogans Alone

A one hundred per cent literacy rate by the year 2000 may be a pipe dream and an unachievable target for us. We could be more realistic and aim at a 65 per cent literacy rate, with universal enrollment and a greatly reduced drop-out rate. This we could achieve by annually educating 1.7 million adult illiterates through non-formal literacy programmes. Considering that incomplete enrollment and partial drop-out will be with us for the next five years or so, the total number of illiterates to be educated may have to be 2 million instead of 1.6 million, estimated above. While a jump from near 25 per cent to a 50 per cent literacy rate by 1990 (doubling of the literacy rate of the country in 5 years) may be a morale-boosting slogan, it could not be described as even a seriously debatable or maintainable target for achievement. Once we establish the requisite conditions for achieving the target of a 60 per cent literacy rate and work ceaselessly and hard for achieving it, we may hope to reach, by the turn of the century , the take-off stage for full literacy and achieve the breakthrough to 100 per cent literacy by the year 2010 or so.

No Educational System for Three-Fourths of the Population

The rapid increase in the number of illiterates in the country, from 21 million in 1960 to 47 million around 1990 (more than double in 30 years), shows that adult and non-formal education programmes in the country have failed to register an impact on the solid and expanding mass of the three-fourths of the population of the country comprising illiterates. We pay lip-service to the `each-one-teach-one' idea; we may go on publicising plans for the establishment of a literacy corps of college and university students during summer vacations and after public examinations (but this imaginary corps has failed to see the light of day yet); the Nai Roshni Schools of the Literacy and Mass Education Commission, which are nothing but a chain of most lavishly provided literacy centres all over the country and manned, not by experienced teachers, but by unemployed persons in dire need of jobs, are beginning to fade out; pilot experiments launched by the Islamabad Open University and the Women's Division have not struck permanent roots and blossomed forth; the NGOs do not have the resources to establish large networks of NFE on a long-term basis; and a

national plan for launching a non-formal educational programme in the country has not yet been spelled out.

Basic Flaw

One basic flaw in all these scattered adult and NFE activities is that they are all Government sponsored and administered, and voluntary participation and support of the masses and social organizations is insignificant. No programme of adult education can have the remotest chance of success unless it enjoys the massive and enthusiastic support and cooperation of the masses. With the help of Iqra Fund the Government has been able to realise more than Rs. 10 billion in 3 years, but a very small fraction of this amount, which exceeds the total outlay for primary education earmarked in the 6th Five-Year Plan, has been provided for non-formal education. A number of National and Regional Conferences on different aspects of non-formal education have been organized in the country over the past few years but no concrete results have emerged from these valuable exercises. The private sector in education has received such hard blows in the past that people now imagine that all sectors of education are the total responsibility of the Government, and that private organizations, philanthropists and enterprises have no role to play in creating educational facilities of any kind.

Raising the Edifice of NFE

Development of effective and practicable strategies and programmes designed to serve the needs of women in rural areas, mobilisation of community support and resources, production of learning materials, and linking of literacy with development, are some of the supports on which the huge edifice of NFE has to be raised. We must encourage community participation and utilisation of local resources in the planning and implementation of adult literacy programmes. Resources do not only imply financial support, but also human, material, as well as technological assets. The Government by itself, with financial resources and bureaucratic management, cannot launch successful mass literacy programmes. The programmes need the full support and participation of the people and the community, especially non-governmental organizations at the national and local levels. Our planners must bear in mind that according to most liberal official estimates and projections, our adult literacy programmes reach out annually to a maximum of 350 thousand (0.35 million) illiterates in the country and to achieve a modest literacy target of 60 per cent by the year 2000, we have to plan our literacy programmes in such a way that at least 2 million illiterates (roughly six times the present clientele) benefit from these programmes. Clearly a new strategy for promoting NFE has to be evolved, and besides improvement in the structure and content of the system, streamlining of administration and decentralization of the decision-making process, public accountability has to be strengthened at every level.

Resistance to Literacy

A vigorous motivation campaign has to be launched to sensitise all sections of the illiterate population in different parts of the country, particularly women and peasants in rural areas. Even in this age of enlightenment simple villagers ask the disarming question: "why literacy - what good can it be for us and our children?". No simple and direct answer can be given to this earnest query, but the social workers conducting the literacy campaign have to make out a good case, instead of taking the blessings of education for granted. In our peculiar

context we have to explain the "why" cogently, because lots of villagers seriously believe that education generates a hatred for manual work and ingrains idleness and a parasitic condition of living in children from poor families.

Why and Wherefore of Literacy

We have to explain that literacy is a key to the learning of skills and a means of inculcating the noblest of values and attitudes. Literacy is recognised as a basic human right to which all citizens of civilised countries must lay their claim. Access to primary education is the key to equality of opportunities. Furthermore, it is the religious obligation of every muslim man and woman to acquire education so that he or she can read (iqra), reflect and discriminate between good and evil. Literacy provides opportunities to an individual to develop his potentialities to the full and cultivates the sublimest social, moral and spiritual values. Literacy enriches life and enhances the learning and productive capability of workers. Education has a social dimension also, and today we determine its role in this broader perspective. It is an instrument of change and a tool for the realisation of national aspirations. There is a direct link between education, national development and prosperity. Education is inextricably connected with productivity, it strengthens social and national integration, consolidates democracy and good citizenship and quickens the process of modernisation. Nurturing of talent and leadership depends on education and involvement of the people in social, economic and political activities requires a healthy and enlightened system of education, first at the base, and then at the top. Education, in short, promotes equality, change and development. Women can acquire equality with men in all spheres of life, participate fully in the economic life of the country and raise a better family through education.

Education and Development

Illiteracy is both a symptom and a cause of backwardness. Persistence of illiteracy constitutes a major impediment to the participation of large sections of the society in national affairs and the whole process of development. Development is a multi-dimensional concept and in the context of literacy it should not be used as a catchword without a precise meaning. The United Nations General Assembly defined it succinctly in 1980: "The ultimate action of development is the constant improvement of the well-being of the entire population on the basis of its participation in the process of development and a fair distribution of the benefits therefrom." Our concern for the strengthening, and expansion of literacy work is heightened because we look upon it as an essential component of development. Our programmes of literacy will give to individuals and communities the knowledge and know-how which will enable them to actively participate in the activities for the improvement of productivity, health and general living conditions, and in knowledgeably exercising their civic rights. Literacy supports the process of development and is in turn nurtured by it. The fact that maps of illiteracy and poverty coincide shows that illiteracy is not an isolated phenomenon; it is intimately linked with socio-economic deprivation and exploitation. It must be emphasised that in all advanced countries of the world there is nearly 100 per cent literacy and a family consisting entirely of literate members generally possesses a higher standard of living.

Components of a Literacy Programme

Seen in this perspective, learning of reading, writing and arithmetic is only one of the objectives of literacy work and literacy is not looked upon as an end in itself, but as a means of meeting development needs. All non-formal literacy programmes inevitably have three components: a) Acquisition of literacy and numeracy as a basic communication tool and as a basis for further education; b) Improvement of productive skills and income generating potential of individuals; c) Building up awareness of socio-economic conditions, and civic rights and responsibilities. It must be emphasized that increase in the productive capacity of a person, on account of different levels of education, is measurable and it can be demonstrated. Pakistan has to develop its human resources, and its range of knowledge and know-how to be able to offer a better quality of life to its population. Instead of arguing in terms of cause and effect and offering simplistic reasons for the acquisition of literacy, the lines of thought delineated above may be subtly woven into radio and television plays, and informal talks for the motivation of the illiterate masses. Literacy, unlike food, shelter, clothing and medicine, may not be a directly felt need for a living animal, but is certainly a vital need for a thinking, reasoning and decision-making human being.

Trend Analysis

Based on available statistics from UNESCO, an expert has arrived at the following results under varying conditions of primary school enrollments and literacy targets confronting Pakistan up to the year 2000:

	Primary School Enrollment	Drop-out Rate	No. of Illiterates Given Literacy per Year	Literacy Rate
A.	Complete	No drop-out	2.232 (Million)	100%
B.	Incomplete	No drop-out	3.677 (Million)	100%
C.	Incomplete	Present drop-out rate	5.075 (Million)	100%

In Pakistan, where we have a sizeable number of non-enrolled primary school-age children and a high drop-out rate in the primary schools, the burden of 2.2 to 5.1 million illiterates per year on the rickety and shaky adult education system will be crushing and unbearable. Our own analysis yields slightly different results.

Four Scenarios

After briefly analysing the vital educational statistics of our country, collected from different sources, we can construct different scenarios or models and examine their implications, practicability and salient features in the context of Pakistan's Programme for Education for All. Scenario I is based on existing trends (Low enrolment, high drop-out rate, non-existent system of adult education) characterised by fragmented and partial efforts.

Scenario II aims at 58% literacy rate, assumes universal enrollment by 1995, a drop-out rate of 25 per cent and a vigorous adult, non-formal and continuing education programs designed to provide literacy to 2.5 per cent of the total population of illiterates, annually. Scenario III has been drawn up on the basis of the following assumptions: complete enrolment by 1993, no drop-out and complete eradication of illiteracy by the year 2000 by making 5.13 million illiterate people (10% literate annually). Scenario IV requires universal enrollment by 1995, 20 per cent drop out rate and 3.4 per cent or 1.7 million of the illiterates to educated annually for a modest 65 per cent literacy by 2000.

Alternative Models for a 12-year Programme of Education for All

1	2		3		4		5		6		7		8	
Scenario/ Model	i)Pop.Growth Rate ii)Total Population		Enrollment rate		Out-of School children		Drop-Out rate		Total Illiterate		No. of Illiterates Given Literacy Annually		Consequent literacy Rate	
	1990	2000	1990	2000	1990	2000	1990	2000	1990	2000	1990	2000	1990	2000
I.	i) 3.1% ii) 111.5%	i) 3.0% ii) 151.3 (Million)	52.1%	65.4%	8.5 Mill.	8.3 Mill.	46.7%	40.0%	47.3 Mill.	33.7 Mill.	0.35 (Mill.)	0.95 (Mill.) (of total illiter.)	27.2%	38.3% 1.76%
II.	i) 3.1% ii) 111.5 (Million)	i) 3.0% ii) 151.3 (Million)	52.1%	100%	8.5 Mill.	0.0 Nil	46.7%	25.0%	47.3 Mill.	36.0 Mill.	0.35 (Mill.)	1.4 (Mill.) 2.5%	27.2%	58.0%
III.	i) 3.1% ii) 111.5 (Million)	i) 3.0% ii) 151.3 (Million)	52.1%	100%	8.5 Mill.	0.0 Nil	46.7%	0.0 Nil	47.3 Mill.	0.0 Nil	0.35 (Mill.)	5.13 (Mill.) 10%	27.2%	100%
IV.	i) 3.1% ii) 111.5 (Million)	i) 3.0% ii) 151.3 (Million)	52.1%	100%	8.5 Mill.	0.0 Nil	46.7%	20.0	47.3 Mill.	30.3 Mill.	0.35 (Mill.)	1.7 (Mill.) 3.4%	27.2%	65.0%

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Changing the Status Quo

In the past we have not pursued any target seriously, and have merely been tinkering with the problem under various regional and national compulsions. The 6th Five-Year Plan and the recently launched 7th Plan have laid a groundwork which can be strengthened and expanded for ushering in universal enrollment of primary school age children and wiping out a substantial chunk of illiterates during the next 12 years, for the deadline of the year 2000. Although a positive and complete transformation of the political will and Government policy cannot be ruled out, it is difficult to look forward to building up an advanced, enlightened, self-reliant and well-knit nation while the status quo in the educational sphere continues. The best our people can hope to work for and achieve, even under adverse economic circumstances, can be something like Scenario IV. It is this model we should be striving to put into operation without losing any further time.

UPE First Priority

We could adopt any of the four scenarios for reaching our goal of Education for all by the year 2000 but each one of them will need a sustainable resource base, a viable national plan of action, massive response and motivation of the people, enlightened community leadership supported by a hard core of planners and experienced educationists, and tremendous hard work. We have to recognise the limitations of the system within which we have to function. It is a slow-moving, poorly financed and inadequately manned and institutionalised system. Our first target should be universalization of primary education within the next five years. With quantitative expansion at the primary level we have to bring about qualitative improvement also. With the enhancement of the quality and standard of primary education the drop-out rate, a cancerous phenomenon afflicting the primary school system, will certainly fall and the holding power of schools will increase. The sector in which we have not even made a beginning or found a direction or mooring, is the adult and non-formal educational sector. Whatever we have is in a disorganized and flimsy experimental stage. There has to be a political will to reconstruct, energise, develop and sustain this system continuously to provide literacy and useful skills to the 75 per cent of the population of the country which is enveloped by the darkness of ignorance and illiteracy because of the apathy and indifference of the nation. We have to impress upon the nation that the country, with its present low literacy rate, will have no avenues of economic development, scientific and technical self-reliance and will rank amongst the most under-developed nations of world. Raising of the literacy rate must be regarded as a national goal of the highest rank. Both the private and the Government sectors have to work hand-in-hand to expand literacy and non-formal educational activities on an extensive scale. The rural masses and especially women have to be motivated strongly to participate in these programmes and community pressures for strengthening this basic facility must be built up. Approaching and motivating illiterates in backward areas to join literacy classes

is primarily a political and social activity, and it should not assume a bureaucratic character at any level.

Comprehensive Plan of Action

In the following section we shall spell out concrete measures which could enable us to achieve by the year 2000, universal participation rate at the primary level, a low drop-out rate of the order of 20 per cent, an effective national non-formal educational programme for educating adult illiterates and out-of-school youth, and at least 65 per cent literacy rate.

Chapter 8

Strategies for Achieving APPEAL Targets

Adult Non-formal Education

In view of its critically low literacy rate, virtually the lowest in the region, Pakistan lays a heavy stress on the learning of the '3Rs' as an integral part of its literacy programmes, but it does not equate adult education with literacy. A new dimension added to the adult education programmes now operating in all developing countries is that of development, which is found to be vitally linked with education. The Government now regards literacy as a means for bringing about a fundamental change in the process of socio-economic development in which the poor and disadvantaged adults, instead of being reduced to the position of passive spectators at the periphery of the development activity, will be enabled to become active participants at the centre of the developmental activity. Literacy is now looked upon as a catalytic agent which transforms a vast majority of illiterate and poor masses into productive and responsible citizens by equipping them with knowledge, skills, values and attitudes, and stimulates the process of development. Adult or non-formal education has its specific learning objectives, its priority target groups, and its own methodology and framework. In the context of APPEAL, we define adult education as the provision of learning experiences, both formal and non-formal, relevant to national objectives and strongly felt needs of all illiterate adults in the community who have passed the school-going age, with the active participation of all governmental and non-governmental agencies, organisations and institutions in the country. Eradication of existing illiteracy in the country is a task of enormous proportions today, but if we let it grow unabated firm measures we can combat and contain it within the next ten years or so and eliminate it completely in the following ten years. We can arrest the growth of illiteracy by recognising its deleterious and disastrous effects on our national development, and by allocating sizeable resources for escalating our war against illiteracy. In order to achieve a 65 per cent literacy rate by the year 2000, we will, as indicated earlier, have to impart literacy to at least 1.73 million illiterate adults annually, provided we universalize enrollment of school-age

children and reduce the drop-out rate to a modest 20 per cent. This would require establishment of a minimum of 43 thousand literacy centres all over the country - by no means an impossible task. The Literacy and Mass Education Commission (LAMEC) will have to be reorganised and given a new charter. NGOs have to assume a greater responsibility and role in the eradication of illiteracy in the country. The private sector also must supplement the efforts of the Government. To step up the literacy rate of the country from 25 to 65 per cent in the next 12 years, a Plan of Action may have to be evolved on the following lines:

1. Legislate measures at the federal and provincial levels to make it obligatory for all industrial enterprises, Government establishments, private organisations, and jails to establish literacy centres for illiterate workers and to provide incentives to the illiterate employees to join these centres to acquire literacy within a specified period. Enacting a law for the constitution of a literacy corps requiring all students appearing in matriculation examinations of the Boards of Education, and for all College and University students appearing in public examinations, to serve as members of the corps for the purpose of doing literacy work in rural areas of the country for a period of three months.

2. Based on the results of the literacy projects launched in the different parts of the country, work out a National Plan of Non-formal Education designed for implementation over the entire country by the middle of 1989.

3. Reorganise the LAMEC and the National Literacy Council to enable them to assume a central role in the strengthening, planning coordination, guidance, and review of all literacy programmes in the country. Include public representatives at national and local levels, scholars, NGO leaders and writers, in the governing body of the LAMEC so that it is answerable to an august body of scholars and community leaders for the results of all its policies and programmes. Evolve a decentralised administrative set-up within LAMEC to ensure greater autonomy for the provincial counterparts of LAMEC and Provincial Literacy Councils. LAMEC must have separate wings for:

    - Production of literacy materials.
    - Training of literacy workers.
    - Supervisory and evaluation services and collection of authentic statistics.
    - Research and innovative programmes.
    - Mobile units for demand generation and motivation of masses.

4. Focus special literacy programmes on women who constitute the largest deprived segment of the society, especially in rural areas. Special literacy programmes adapted to the needs and problems of women in rural areas may be set up, but confining them to the so-called traditional roles of mothers and housewives, by imparting them skills such as child-care, cooking, knitting and sewing, etc., and keeping them out of income-generating activities in agriculture, cottage industries and the like, may be a short-sighted policy. All literacy programmes should explicitly aim at integrating women fully into the development process and at strengthening their capacities to achieve equal rights in society.

5. The mother tongue is generally recognised as an ideal literacy language, but in our linguistic context, in which most literacy materials are available in Urdu and all regional languages have the same script, we may also encourage development of materials in regional languages, wherever the clientele is inclined to choose the regional language as the medium of instruction.

6. Well tried programmes of literacy may be delivered through television and radio to highly motivated, keen groups of men and women under the supervision of well-trained and experienced local functionaries, who should ensure the setting up of well-equipped literacy centres, and the appointment of supervisors and instructors who help the learners to assimilate the lessons televised or broadcast, and who work hard to provide feedback to the producers of the programmes.

7. The private sector should establish community learning centres which may be used for formal and non-formal educational activities for adults and children, and encourage the participation of the community in their management. The private sector should also provide adequate financial support to NGOs for expanding and strengthening their literacy programmes.

8. National literacy efforts depend on the mobilisation of all the forces which have a bearing on the success of the programme, namely the participants, the literacy personnel and the community as a whole. The demand for literacy cannot be taken for granted, it has to be generated. Awakening and strengthening the motivation of learners, building up the enthusiasm and commitment of the literacy workers, and large-scale mobilisation of all social forces of the society are the best guarantees for the successful implementation of literacy programmes. The strengthening of the political will may be seen as constituting the first phase of any struggle for literacy. Political will should not just take the form of public slogans but must be translated into concrete legal enactments, administrative directives, and appropriate financial, human and material resource allocations. All literacy programmes in the country must have a popular base and a decentralised structure.

9. A mechanism for the systematic coordination of NFE activities, primary educational developments and expanding arrangements for continuing education, can save a lot of overlapping and wastage of effort and funds.

10. Five per cent of the total educational budget should be allocated to NFE programmes.

11. Build up mosque and Mohalla Schools as distinct non-formal entities, and do not allow them to be converted into ordinary primary schools.

12. Literacy instructors must be carefully selected. Training of literacy personnel plays a crucial role in their performance and the highest importance must be attached to training.

Policy for Universalising Primary Education

The Government has, from time to time, set different target dates for the achievement of Universalisation of Primary Education. In the 1960s we were aiming at achieving UPE by 1980, the target identified in the Karachi Plan. The 1972 Educational Policy reaffirmed universal enrollment of boys by 1979 and full enrollment of girls by 1984. The 5th Five-Year

Development Plan (1978-83) showed 1987 as the year for the universal enrollment of boys and 1992 as the year for the universal enrollment of girls. The 6th Plan (1983-88) indicated 1988 as the year of universal enrollment for boys and 1992 as the year for the universal enrollment of girls. The 7th Plan 1988-1993 is more realistic in setting the target of 86.8 per cent enrollment rate for boys and 66.6 per cent for girls by the year 1993, and visualises achievement of UPE in later years. We cannot afford to be vague and indecisive about UPE any more and have to adopt firm measures for attaining this crucial objective. We have to go all-out to achieve UPE by the year 1995. First, second and third Primary Education Projects have already laid the groundwork for both quantitative expansion and quality improvements, and both Federal and Provincial governments are focusing attention and allocating adequate resources for the renewal and regeneration of the neglected and inadequate sector of primary education. Already through the reorganisation of administrative structures of primary education in the Provinces, construction of new schools and repairs and extensions of existing primary schools, strengthening of in-service training facilities for primary school teachers and activation of the supervisory structure at the primary level, improvement of curricula and instructional materials, and allocation of a greater share of financial resources for primary education, the march of the country towards UPE has started. To achieve UPE by 1995, the following policy measures have to be adopted at the earliest opportunuty:

- Legislative measures to make it obligatory for all parents to send both their male and female children to receive education at primary school at the age of 5 years and to keep them in schools continuously for a period of 5 years, up to the age of 9 years, provided a primary or a mosque school is available within 1.5 kilometre distance of a child's home. Making child labour unlawful.
- Providing a primary school with a building of its own or a mosque school for every child within a distance of 1.5 kilometres from the child's home.
- Provision of buildings for 29 thousand shelterless schools in the country and construction of 5 thousand new schools with five classrooms. Provision of boundary walls and basic facilities to existing girls' schools.
- Phased provision of five teachers for the five classes in every primary school. Imparting professional competence, spirit of dedication and high sense of responsibility of teachers through intensive in-service training programmes. Providing incentives for teachers to ensure 100 per cent enrollment of all school-age children in his/her area, and to adopt suitable measures for 100 per cent retention of the enrolled children throughout the year. A teacher securing 100 per cent enrollment and at least 90 per cent survival rate, may be paid a sizeable additional monthly allowance. No primary school should have less than two teachers. Considering that even in our sister countries like Turkey and Jordan, the minimum prescribed qualifications for a primary school teacher is a university degree, we have to ensure that qualifications for taking up primary school teaching are raised instead of continuously lowering the same, under pressures and relaxations of all sorts.
- New primary school administrative structure, with its administration concentrating entirely on primary schools and deriving its supervisory force from the primary school teachers, should be strengthened and expanded. The new set-up should reinforce and energise the supervisory system so that teachers do not indulge in

absenteeism, basic physical facilities are not lacking, and the quality of primary education improves.

- Without making the bookish curriculum and content of the primary school education more relevant to the needs and aspirations of the children and their parents, and changing the bias of primary education from facts and mental operations of a low order to the realities of the day and development of creative abilities of children, no change in the prevailing attitudes of the rural parents towards primary education can be expected. A fundamental change in the content and pattern of primary education is called for if we wish to ensure 100 per cent enrollment and survival rates. Primary education should not be regarded as a rigid and inflexible means for a child to acquire skills of reading, writing and calculating, but should be linked with the actual environment of the child and give the child confidence to enter practical life, if his/her circumstances so demand. It should give the child the knowledge which parents value.
- For our country, at the primary level, enrollment of boys is twice the enrollment of girls; in the NWFP enrollment of boys is four times that of girls and in Baluchistan enrollment of boys is five times that of girls. The latest estimated overall enrollment rate for boys is 66.8 per cent and for girls it is 36.7 per cent. This huge gap between the enrollment of boys and girls is one of the greatest obstacles to UPE. To close this gap two new schools for girls should be opened for every new primary school for boys. Special efforts to promote and popularise primary education among girls would be needed in the provinces of NWFP and Baluchistan.
- The system of double shift at the primary level needs close supervision and strengthening. At present most double shift arrangements exist on paper and after securing required facilities for the second shift, the two shifts are unofficially merged. Establishment of double shift arrangements in most schools can overnight double the enrollment capacity of our schools. Instead of having separate girls' and boys' primary schools, we could use one and the same building for girls in the morning and for boys in the afternoon, or vice versa. Optimum use of available educational facilities must be ensured. Flexible timetables and work schedules suited to varying working and living conditions can greatly enhance the efficiency of a school.
- Local bodies must be closely associated with the working of primary schools. At present the teachers' organisations are opposed to the control of primary schools by the local bodies because of excessive interference and exploitation in the past. While the Education Departments in all provinces should continue to manage primary education, accountability to local representatives and governing committees must be built into the system.
- Primary education should be free and compulsory for all children of the age group 5 to 9 years. Monthly stipends may be paid to girls in disadvantaged areas joining primary schools. In most backward areas, books and uniforms may also be provided to school-going children, besides a stipend for every child.
- The provision of basic physical facilities, motivation and supervision of the teachers and payment of additional salaries to teachers for year round retention of enrolled children, and making curricula responsive to the needs of the students, will

automatically reduce the drop-out rates, but unless this continuous and enormous wastage of educational facilities is stopped, no real improvement in the literacy rate of the country will be brought about by larger enrollments. Teachers should be awakened to the urgent need to arrest this drop-out rate during the children's first year in school, which makes or mars their future educational career. Studies of drop-outs at this level should be conducted and practicable remedies adopted forcefully to check this rot.

- The attitude of the community to basic educational facilities ultimately determines the quality and efficiency of these facilities. The primary school has always been the domain of the parent and community. The demand for primary education has to come from parents and the community if it is to be successful. Without the active participation of the people, facilities remain underutilised and soon start deteriorating. Compulsory enrollment would need the effective role of the community in its enforcement. The emphasis has to be on motivation rather than compulsion. Blessings of primary education should not be taken for granted. A demand generation campaign must be launched and both the community and the teachers should be motivated to make the best of precious educational facilities. All primary education directorates must have a unit for the mobilization and motivation of parental groups.
- The competency of primary school teachers should be enhanced through intensive training programmes, exposing them to new instructional techniques and providing them with teaching/learning materials prepared by experts.
- The private sector should be encouraged to set up primary schools not only in cities but also in rural areas. Without the collaboration of the private sector, universalization of primary education will be an uphill task.
- A minimum of 45 per cent of the educational budget should be allocated to primary education.
- Duplication of schooling facilities and overlap of the activities of different agencies should be carefully avoided. At places where regular primary schools are functioning, no Masjid school need be established.

Planning Process

Whereas literacy and continuing educational programmes have been planned together, universalization of primary education has been planned separately. On account of this division in the planning processes of the two systems, the two systems fail to complement and support each other. The experiences of other countries and unchecked growth of illiteracy in our country have shown that literacy programmes have to be integrated and coordinated with programmes for the universalization of primary education. Because we have not yet achieved even a 60 per cent participation rate at the primary level and the drop-out rate continues to be as high as 50 per cent, every year we have millions of unenrolled and out of school children, and a large number of school drop-outs, complementary literacy and continuing education programmes can save these children from the clutches of illiteracy. Our planning has to follow the following pattern:

a. Universalise enrollment and retain 100 per cent enrolment.
b. Reduce and eliminate illiterates through massive literacy programmes.
c. Consolidate the results of literacy programmes through continuing education programmes.

It is an interlocking chain. The three form a continuum. Our future strategy would be to plan all these interrelated programmes together.

National Level:

1. Identifying national objectives and policies.
2. Defining strategies and means of policy implementation.
3. Building up political commitment.
4. Development of concrete programmes and projects.
5. Setting up of appropriate administrative structures.
6. Curriculum design, production of instructional materials, selection and training of personnel
7. Efficient system of monitoring and evaluation.
8. Research, experimentation and pilot-testing.
9. Operationalisation of the programme.
10. Allocation of financial resources.
11. Mobilisation of the people and the formation of public opinion.
12. Technical resource support and collaboration with friendly countries and International Organisations.

Sub-National Level:

1. Collection of authentic statistics, mapping of disadvantaged areas and development of information base.
2. Develop and strengthen institutional capacity to plan, manage and implement activities and programmes for achieving UPE.
3. Strengthening of Adult Education Directorates, Provincial Literacy and Mass Education units, the Provincial Adult Education Council and Projects for the expansion and improvement of primary education. Setting up of a machinery for the organisation, coordination and implementation of policies and plans related to primary, literacy and mass education. This machinery should facilitate the process of planning, resource development, curriculum and materials development, training and the learning process.
4. Re-ordering of priorities according to the conditions in the province and drawing up a plan of action for the province with well-defined targets, within the national framework.
5. Decentralisation and localisation of planning, programming, implementation and evaluation, with stress upon local content and materials which are familiar and relevant to the needs of the learners.

6. Securing massive community participation and involvement in all educational programmes. Launching well-organised motivation campaigns.
7. Financing with the help of federal allocations and generation of revenues from provincial taxes and levies, wide-ranging programmes for the expansion of primary and non-formal education.
8. Enacting such laws at the provincial level as may provide support to the implementation of policies and programmes related to the primary and non-formal sector of education.
9. Production, collection, duplication and supply of learning materials for learning centres and training of personnel. Research and development with respect to the specific needs of the province, both in social education and skill training. Provision of monitoring and evaluation at the Provincial level.

Local Level:

1. Setting up of divisional, district and union council level committees, directly linked with planning and development and coordination mechanisms established at the provincial and national levels. The committees will be responsible for the implementation of educational programmes at all levels within the district.
2. Identification and registration of centres; provision of instructors; provision of master trainers for the training of supervisors and instructors; provision of materials for literacy centres and training institutions; and provision of monitoring and evaluation units.
3. Communication of information to target populations regarding learning programmes and opportunities at the literacy centres. Provision of motivational inputs for increasing the demand for education. Ensuring full participation and involvement of the local community in the education programmes.
4. Ensuring local level adequate autonomy and decision-making power.
5. Making productive skills and income-generating activities an integral part of the literacy programmes.
6. Designing literacy activities which can attract illiterate women in rural areas.

Programming

Imparting Literacy

The main target groups for our literacy programmes are: out-of-school children of the age-group 5-9 years, school drop-outs below the age of 12 years, women in rural areas, and, generally, adults in the age-group 15 to 35 years. Mosque schools established throughout the country under the special Priority Development Programme, Nai Roshni Schools launched by LAMEC, provincial Directorates of Adult Education affiliated to a number of Ministries including the department of Local Bodies and Rural Development Projects and Centres Planned and financed by the Women's Division, literacy programmes of a large number of NGOs including Girls Guides Association, APWA and Farm Guides Movement, and functional literacy centres supported by the Allama Iqbal Open University,

offer a wide range of literacy programmes to more than 300 thousand learners every year. Iqra Project launched by LAMEC in Islamabad, under which anyone who imparts literacy to an illiterate person is paid Rs.1000.0; Literacy Centres of the Adult Basic Education Society of Gujranwala which has launched a unique life-long education project in the Gujranwala district of Punjab, and has produced a large number of literates in addition to literacy materials and resource persons of the highest quality; programmes organised by the Population Welfare and Family Planning Division; the Mohalla schools for girls in the rural areas; and educational programmes of the media, contribute significantly to the literacy effort. Results of a number of pilot projects sponsored by ILO, UNDP, UNESCO, UNICEF, CIDA AND USAID have to be synthesised and carefully examined for evolving a comprehensive NFE plan at the national level, to give the entire programme an institutional base and increase the impact of literacy programmes, particularly in the rural areas. LAMEC, AIOU and National Adult Literacy Council have to mobilise the participation and support of the masses to produce better results.

Scope and Extent of Decentralisation

Most of the planning, administration and financing of educational activities in all sectors of education is highly centralised. Over the past few years there is a growing realisation that over-centralisation of powers leads to inefficiency, breeds frustration, curbs local initiative and makes the system rigid and inflexible. Financial powers of heads of educational institutions at all levels are being increased and there is a tendency towards the delegation of powers at the lower level. In the primary educational set-up in the country, decentralisation is needed within the directorates of education and local level autonomy and decision-making has to be provided at district levels in the matter of appointments of teachers, provision of facilities, transfers and promotions, training opportunities and allocation of funds and stipends, etc. Until recently uniform syllabus and textbooks have been prescribed for primary classes all over the country to maintain a certain standard at this level. Recently some variations in curriculum have been allowed in accordance with local needs and compulsions. Autonomy is the life-blood of literacy programmes. In the promotion and popularisation of adult and non-formal educational programmes, decentralisation and autonomy at the sub-national and local levels can lead to positive and better results. In the recruitment of instructors, training of master-trainers and supervisors, production of teaching/learning materials, and planning of a package of literacy, flexibility and independence will have a salutary effect. The NGOs cannot function in a strait-jacket.

Chapter 9

Management Structures and Resource Support

Organisational Structures

The Masjid or Mosque Schools have been established throughout the country under the special Priority Development Programme, initially financed by the Federal Government with technical support provided by the Federal Ministry of Education, but the management and supervision of the schools is the responsibility of the provincial School Directorates of the respective provinces. The Literacy and Mass Education Commission established in 1981 for the purpose of carrying out surveys of the status of literacy in the country, developing plans for literacy and non-formal mass education suited to the needs of target population , making recommendations to the Federal Government for the integration of indigenous skills and vocational know-how in the literacy programmes, and review of the effectiveness of the on-going programmes of literacy and mass education, has in the past few years launched a number of literacy projects and programmes through highly centralised administrative structures and mechanisms. The Commission is headed by a Chairman and among its members are: a full-time member, three vice-chancellors including the vice-chancellor of the Allama Iqbal Open University, ten Federal Secretaries including the Federal Education Secretary, two Ulema (religious scholars) nominated by the Federal Government, Chairmen of the Literacy and Mass Education Councils of the four provinces and Azad Jammu and Kashmir, four male and four female members from Non-Governmental Organisations engaged in Literacy and Mass Education programmes (30 member Commission). Every province has its own Literacy and Mass Education Council constituted through provincial legislation/ordinances. The provincial councils are the main agencies for planning, coordination, securing and disbursement of funds in the respective provinces, and serve as the working arms of the Literacy and Mass Education Commission for the implementation of all its literacy programmes. The Councils plan, manage and monitor programmes for literacy in the provinces. These councils appoint managers at district levels who coordinate the activities from the district level down to the field operation level, in

collaboration with the district, town and union councils. They also ensure effective liaison with the LAMEC headquarters in Islamabad. The organisational set-up of the provincial councils is as follows: Provincial Literacy Councils; District Literacy Committees; and Union Council Literacy sub-committees; Resident Directors; District Project Managers; Supervisors and Literacy Instructors. The Provincial Councils have well-staffed Directorates with a well-defined structure, supervisory, monitoring and evaluation units and staff, training institutes, highly qualified trainers, units for the reproduction and distribution of literacy materials, and launching of motivational campaigns. The organisational structure for maintaining and developing Nai Roshni Schools is highly bureaucratic, excessively costly and has not created favourable conditions for the participation of the people.

Management of Primary Education

Administrative structures of primary education are in the process of reorganization in all provinces of the country. Until recently, primary, middle and high schools were collectively administered by one Directorate of School Education, through its divisional Directorates. As these Directorates were manned by senior educationists and were inadequately staffed, the focus of the entire administrative structure was on the development of secondary education. This resulted in the total neglect of primary education, and the apathetic role of the primary school teachers who had no chance of entering the administrative hierarchy. In the wake of massive efforts and plans for the revival and reinforcement of education at the primary level, it has now been decided to establish an additional Directorate of Primary Education at the provincial level to be known as Additional Directorate of Public Instruction (Primary Education) or ADPI (PE), with clearly defined functions and concomitant delegated responsibilities. The new Directorates would be organised around four major functions - Planning and Development, Training, Administration,and Financial Management. At the Divisional level, the existing Directorates of schools would be strengthened through the establishment of a Primary Education Wing to be headed by male and female Deputy Directors (Primary Education) and having functional responsibility for planning, monitoring and evaluation, budget and accounts, and administration. At the District level, the existing District Education Officers of both male and female education would be provided with an additional complement of Deputy District Education Officers (Primary Education)-DDEO's (PE) - with similar responsibilities as Divisional Deputy Directors. At the Tehsil level, the existing Deputy District Education Officers (male and female) would be given full control of all administrative aspects of primary education including the establishment of new schools, recruitment and transfer of teachers, the supervision of lower supervisory cadres, the collection of basic educational statistics, and community relations. At the Markaz level, the existing Assistant Education Officers (AEOs) male and female would have a reduced sphere of responsibility confined to the supervision of 40-50 primary schools each. At the Union Council level new positions of Learning Coordinators (LCs) male and female have been created. Each LC would be responsible for the academic supervision of about 15 primary schools. The reorganised structure for primary schools is in the making, and will soon be functional in all the Provinces. This new structure will have two distinct advantages: firstly, supervision and development of the primary schools will be immensely energised and strengthened;

secondly, the primary school teachers could hope for avenues of promotion within the reorganised career structure redesigned for the new administrative structure.

Management of Continuing Education

As there is a wide range of activities covered by this mode of non-formal education and a large number of Government Departments and non-governmental agencies support activities related to continuing education, no specific organisational structure regulates or controls its activities. LAMEC, the Primary and Non-formal Wing of the Ministry of Education, the Women's Division, the Welfare Department, the Population Welfare Division, and the Allama Iqbal Open University set up their own arrangements for promoting different types of continuing education programmes at different levels.

Coordination of EOI, UPE and CE

The National Coordination Council for Literacy and Mass Education, established in 1983, is the highest coordinating organ in the country, with the President of Pakistan as its Chairman. The Federal and Provincial Education Ministers, Secretary of the Ministry of Education, Vice Chancellor of Allama Iqbal Open University, representatives of the Ministries of Planning and Development, Finance, Local Government and Women's Division are the members of the Council, and the chairman of the Literacy and Mass Education Commission is its Member Secretary. The Council was constituted to oversee and coordinate the national effort in the field of literacy, assess the effectiveness and impact of literacy programmes and generally function as the highest decision-making forum in the field. The primary and Non-formal Wing of the Ministry of Education, negotiated a sizeable financial assistance with the World Bank for the launching of a wide-ranging project for the improvement of the primary education sector all over the country, and has been coordinating the extension and development of this project for institutionalising and permanently transforming the inefficient and wasteful system of primary education in the country. This wing coordinates literacy, primary and continuing education programmes at the national level. The provincial Education Departments regulate and support all three types of education at Divisional, District and Tehsil levels.

Community Participation and Local Resources

The success of all literacy programmes depends largely on the participation level of the community. Without grassroots mobilisation of the community and active involvement of the masses, literacy remains a one-way restricted process. Awakening and strengthening the motivation of the illiterates is an essential component of all literacy programmes. The motivation of the literacy personnel constitutes another important pre-requisite of all literacy programmes. Creation of a general spirit in the rank and file of the community and building up an atmosphere in which everyone feels like joining the national crusade against illiteracy can change the complexion of the entire literacy movement in the country. Students constitute an important pool of educated manpower, whose idealistic commitment and selfless spirit could be mobilised for the struggle against illiteracy, as has been done successfully in literacy campaigns in many developing countries of the region which have attained high literacy rates. Motivation campaigns have to be sustained and these

should not turn into annual rituals or once a year supplements in newspapers which no one reads.

In our country some of the tried and tested methods of launching vigorous and sustained motivation campaigns for literacy are:

a. Imams or Prayer-leaders of mosques focus on the literacy theme in their addresses at Friday prayer congregations in mosques. LAMEC should produce booklets illuminating this theme from the religious angle and providing a rationale for literacy.

b. Radio and Television devoting a reasonable portion of their presentations to the impact of literacy on national life and to making listeners/viewers conscious of acquiring literacy or joining literacy campaigns for promoting literacy.

c. LAMEC should produce posters, signboards, brochures, cartoons, films and literacy materials for dissemination in all parts of the country and organise a large number of mobile literacy vans moving from place to place to display materials and to present programmes which can motivate the masses.

d. Social workers, NGOs and major political parties in the country should make literacy an integral component of their social welfare programmes and political manifestoes. The political commitment should permeate all levels of the political structures and should be sustained until illiteracy is eliminated in the country.

e. The elected local body representatives have a pivotal role to play and they should be strongly motivated and educated to strengthen literacy campaigns through training programmes in the training institutions, such as Rural Academy Peshawar and Institute for Rural Development at Lalamusa in the Punjab.

f. Setting up a National Institute for Communications through Education (NICE) with the primary responsibility for the development and implementation of training programmes for the motivation of community and parental groups. Such an institute should organise a programme of intensive training in community involvement, communications support, and related subjects for all administrators associated with activities related to the amelioration of the socio-economic conditions of the community.

Involvement of NGOs

Non-Governmental Organisations can play a vital role in the eradication of illiteracy in the country. There are over 4,500 NGOs in our country registered under the Social Welfare Act 1961; but not more than 5 to 10% of these are active and effective. Most NGOs exist in name only and do not have a mass base. Of those which are active only six major NGOs are making a significant contribution to the spread of literacy in the country. These include: Girl Guides Association of Pakistan, Boy Scouts Association, the All Pakistan Women's Association, Hamdard Foundation of Karachi, Adult Education Society Gujranwala and Farm Guide Council (Punjab). The 7th Plan allocates only Rs.300 million over a period of five years for the financial support of the NGOs, but this amount is insignificant in relation to the needs of the NGOs for massive financial assistance to sustain and expand their literacy and welfare programmes. Experts have proposed the setting up of a National NGO

Coordination Council for Literacy to prepare the NGOs for the effective large-scale eradication of illiteracy and assess their needs for the expansion and strengthening of their on-going programmes. The Government should facilitate the formation of clusters of NGOs according to their structures and programmes, and provide funds to these groups for launching large-scale motivational campaigns and literacy programmes. The private sector should also provide adequate financial support for some of the active and nationally based NGOs. The NGOs have a tremendous potential for mobilising the masses and building up the level of motivation of the community but, unfortunately, it has not been possible to fully tap this reservoir of goodwill and selfless service. The NGOs should cooperate with one another in order to avoid overlapping or competing activities, and to maximise resources and positive impact.

Technical Resource Support

Inputs such as development of curriculum and materials, training of teachers and other personnel, supervision of literacy programmes and evaluation of learners and research and innovation create the teaching - learning environment on which the quality, scope and results of the literacy programmes so vitally depend. Technical resource development refers to the organization of different technical inputs for the literacy programme. We do not have well-defined structures for technical resource development, although curriculum research and development wings of the federal and provincial Ministries, LAMEC, AIOU and some of the NGOs are at present the major sources for the production of technical resources in our country. We are not producing the wide range of literacy and training materials required to meet varying conditions in different parts of the country. Literacy materials are not readily and plentifully available, and large stocks of standardized materials have not been produced for extensive circulation. The Gujranawala Adult Education Society and Allama Iqbal Open University may be described as the most prolific and specialised producers of literacy materials in the country. The AIOU has not only produced well researched and well printed literacy materials, but has brought out guides and instructional materials for trainers which are in great demand in all parts of the country. The LAMEC and Curriculum Research and Development Centres at the Federal and Provincial levels have also made valuable contributions to this most crucial component of literacy. The NGOs produce their own literacy and training materials. In order to relate learning to the specific needs and aspirations of the learners, district resource units for the development of materials have to be established. At present the bulk of the learning materials are produced at the national and provincial headquarters of the curriculum development wings, AIOU, LAMEC and the NGOs.

Training and Other Inputs

While LAMEC and AIOU have their own elaborate training facilities for instructors, master trainers and supervisors working in different literacy programmes, provincial education Extension Centres through their affiliated training resource centres based in elementary training institutions contribute significantly to the provision of basic training facilities for primary school teachers and literacy instructors. Intensive training and motivation of the literacy instructors and personnel at higher levels require the attention of the planners. Training manuals must be standardised and a basic curriculum for these training courses has to be prescribed by experts. Evaluation of the attainments of the

learners and supervision of the entire literacy process require a vigilant and well-equipped team of experts and well defined procedures which may be applicable in all situations. It should be a periodical process forming an integral part of the programme and its aim should be to identify shortfalls as well as strengths so that timely corrective measures may be taken. Learner evaluation can be taken to mean the process of assessing the learning capability of individuals and their learning achievements. Research and innovation capability has to be developed and made an essential component of all programmes. In Pakistan there is hardly a tradition for conducting systematic studies and applying the findings of research and analysis to the framework and mechanism designed for implementing a project or a plan. All organisations active in the field of literacy and development of primary education should have research cells or units for analysing different issues and problems, and evolving innovative solutions. The Primary Education Project launched in the country has been able to benefit immensely from its research units during the three phases of its operation in the country.

Financial Resources

Over the past few years Pakistan has been allocating only 1.7 per cent of its GNP to education. Educational expenditure is barely 8.8% of the total annual government expenditure, and during the 6th Plan period (1983 - 1988) total expenditure was 6.5 per cent of public sector outlays. The share of primary education within this small budget has ranged from 25 to 31 per cent in different years, and the allocation for adult and non-formal education is not even 0.5 per cent of the educational budget. There is a growing realisation that budgetary provision for education and the sub-sectoral provision for primary education has to be massively increased. The experts are of the view that without raising the share of education to at least 4.5 per cent of the GNP and increasing the annual expenditure on education to 20 per cent of the annual national budget, we cannot hope to join the march towards Education for All with other sister countries of the region. Firm financial commitment by the government alone can guarantee achievement of the targets of the programme in this country. The share of primary education has to be increased to 45 per cent of the total educational budget and the share of non-formal education has to be fixed at a minimum of 5 per cent of the total allocation for education. The scope of 5 per cent Iqra tax, levied on imports into the country, should be enlarged to increase the collection which has exceeded Rs.10.0 billion during the last ten years. All collections realised from Iqra and other educational taxes should be spent exclusively on primary and non-formal education and these financial resources should be in addition to the normal share of these educational sectors in the budget (and these have to be declared non-lapsable). The private sector has to be provided suitable guarantees and incentives to make a substantial contribution at the primary and non-formal levels. The World Bank launched a countrywide project for the improvement of primary education in collaboration with the Government of Pakistan, with an initial contribution of 10.0 million US dollars up to 1984 and now a Primary Education Project, with a total cost of 207.87 million US dollars to be co-financed by IDA, the EEC, CIDA and the Government of Pakistan, has been launched in the province of Punjab. The Asian Development Bank is also examining the possibilities of financing a project for strengthening primary educational facilities for girls.

Monitoring and Evaluation

Without operationalizing effective systems of evaluation and monitoring, the strengths, weaknesses and positive results generated by the literacy programmes cannot be clearly identified. Monitoring involves the smooth flow of information to different levels of the project and effective feedback for corrective action. Feedback provided by the monitoring process is the most crucial element of this system. While monitoring mainly deals with the flow of information to guide and facilitate decision-making regarding management of the programme, evaluation is a much wider concept. It is a broader process of collecting evidence for judging the effectiveness of different stages of the programme. Learner evaluation forms an important part of the evaluation system. Monitoring and evaluation has to be related to the broad objectives of the literacy programme. The focus of these exercises should be on the improvement of the efficiency of the programme with a view to maximizing learning and enabling learners to transform their lives through learning and application of learning in their day to day activities. Proformas and procedures for monitoring and evaluation have been prepared by all major organisations promoting non-formal educational activities in the country. Through review meetings, workshops and conferences, the reports and observations made by the monitoring and evaluation personnel are translated into corrective and regulatory measures. While LAMEC and AIOU have elaborate tools, methods and expertise for monitoring and evaluation of their programmes, the primary and non-formal education wing of the Ministry of Education periodically evaluates different programmes, performance of different organisations and the methodologies adopted by them for monitoring, evaluation and follow-up activities. The National Coordination Council for Literacy and Mass Education is the highest forum in the country for the evaluation of national literacy programmes and adult and non-formal education.

National Statistics
Statistical Tables

Table 1.B.1

Population by Sex and Age-group 1960 - 2000

(Number in 000's)

POPULATION	1960	1970	1980	1990*	2000*
TOTAL	45,099	61,579	83,429	111,544	151,292
Female	21,660	29,607	40,357	54,246	73,799
%Female	48.02	48.07	48.37	8.63	48.77
0-14 Years Old					
TOTAL	20,039	28,236	37,036	47,705	64,120
Female	9,739	13,699	18,004	22,730	31,204
15 Years and over					
TOTAL	25,060	33,343	46,393	64,839	87,172
Female	11,921	15,908	22,353	31,516	42,595
Primary School-Age Population					
TOTAL	7,216	9,853	13,348	17,847	24,207
Female	3,464	4,739	6,460	8,674	11,837

Source: (Pakistan Institute of Development Economics, Karachi Population Projections for Pakistan, 1960-2000).
** Estimations and Projections.*

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Table 1.B.2

Number of Adult Illiterates by Sex 1960 - 2000

ADULT ILLITERATES	1960	1970	1980	1990*	2000*
TOTAL	20,975	26,721	34,507	44,415	52,914
Male	9,972	12,500	15,626	19,096	21,606
Female	11,003	14,221	18,888	25,319	31,308

* *Estimations and projections.*

Source: (Central Bureau of Education, Islamabad. Official Projections for 1960 and 2000 not available).

Table 1.B.3

Literacy Rate by Sex 1960 - 2000

LITERACY RATE(%)	1960	1970	1980	1990*	2000*
TOTAL	16.3	20.7	25.7	31.5	39.3
Male	24.6	29.3	35.0	42.63	53.0
Female	7.7	10.6	15.5	20.3	266.5

* *Estimations and projections.*

Source: (Population census organisation, projections for 1960 and 2000 not available).

Table 1.B.4

Enrolment in Primary Education: Gross Enrolment Ratio
Net Enrolment Ratio, And Out-of-School 1960 - 2000

	1960	1970	1980	1990*	2000*
PRIMARY ENROLMENT					
('000)					
Total	1,980	3,910	5,474	9,310	15,827
Girls	370	1,030	1,782	3,187	6,692
GROSS ENROLMENT RATIO					
Total	27.3%	35.5%	43.0%	57.8%	76.0%
Boys	43.7%	47.1%	53.5%	71.8%	84.4%
Girls	10.9%	23.8%	31.6%	43.8%	67.6%
NET ENROLMENT RATIO					
Total	26.00%	32.3%	41.00%	52.1%	66.0%
Boys	42.00%	43.9%	52.1%	60.2%	78.0%
Girls	10.6%	20.7%	29.1%	44.0%	52.0%
OUT-OF-SCHOOL					
('000)					
Total	5,340	66,71	7,874	8,537	8,380
Boys	2,243	2,913	3,297	3,050	2,718
Girls	3,097	3,758	4,577	5,487	5,662

Source: (Central Bureau of Education, Islamabad.
** Estimations and projections.*

Table 1.B.5

Percentage Enrolled in Grade I and Survival
until Grade V of Primary Education 1960 - 2000

	1960	1970	1980	1990*	2000*
PERCENTAGE ENROLLED IN GRADE I					
Total	28.00%	29.5%	30.9%	34.14%	34.5%
Boys	22.5%	21.7%	20.9%	22.9%	23.0%
Girls	5.4%	7.7%	9.9%	11.2%	11.5%
NUMBER ENROLLED IN GRADE I					
Total	529,200	1,153,450	1,694,225	3,178,978	5,463,670
Boys	425,435	849,911	1,149,525	2,136,691	3,642,447
Girls	103,765	303,539	544,600	1,042,287	1,821,223
SURVIVAL RATE UNTIL GRADE V					
Total	40.00%	49.9%	46.5%	53.3%	[illegible]
Boys	53.0%	61.5%	53.5%	61.1%	[illegible]
Girls	27.0%	38.4%	39.6%	45.5%	[illegible]
DROP-OUT RATE					
Total	60.00%	50.1%	53.5%	46.7%	40.00%
Boys	47.0%	38.5%	46.5%	38.9%	34.8%
Girls	73.00%	61.6%	60.4%	54.5%	45.2%

Source: (Central Bureau of Education, Islamabad)
** Estimations and projections.*

Table 1.B.6

Population by Sex, Urban/Rural Areas, 1972 and 1981 Census

(In thousands)

REGION/ PROVINCE	POPULATION TOTAL BOTH SEXES	MALE	FEMALE	URBAN BOTH SEXES	MALE	FEMALE	RURAL BOTH SEXES	MALE	FEMALE	DENSITY (Km)
				1972 CENSUS						
PAKISTAN	65,309	34,833	30,476	26,594	9,027	7,567	48,712	25,806	22,909	82
Islamabad	235	130	105	77	46	31	158	84	74	259
Punjab	37,610	20,211	17,399	9,183	4,977	4,206	28,427	15,234	13,193	183
Sind	14,156	7,574	6,582	5,726	3,131	2,595	8,430	4,443	3,987	100
N.W.F.P	8,389	4,363	4,026	1,196	647	549	7,193	3,716	3,477	113
Baluchistan	2,428	1,289	1,139	399	218	181	2,029	1,071	958	7
F.A.T.A	2,491	1,266	1,225	13	8	5	2,478	1,258	1,220	92
				1981	CENSUS					
PAKISTAN	84,253	44,232	40,021	23,840	12,766	11,074	60,413	31,466	28,947	106
Islamabad	340	185	155	204	113	91	136	72	64	376
Punjab	47,292	24,860	22,432	13,051	6,951	6,100	34,241	17,909	16,332	230
Sind	19,029	9,999	9,030	8,243	4,433	3,810	10,786	5,566	5,220	135
N.W.F.P	11,061	5,761	5,300	1,665	898	767	9,396	4,863	4,533	148
Baluchistan	4,332	2,284	2,048	677	371	306	3,655	1,913	1,742	12
F.A.T.A	2,199	1,143	1,056				2,199	1,143	1,056	81

Source: Population Census Organisation

** This population does not include the population of AJK and Northeast areas.*

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Table 1.B.7

Population by Age, Sex, Urban/Rural Areas Including F.A.t.A., 1981 Census

(In thousands)

AGE (IN YEAR)	TOTAL			URBAN			RURAL		DENSITY
	BOTH SEXES	MALE	FEMALE	BOTH SEXES	MALE	FEMALE	BOTH SEXES	MALE	FEMALE
All Ages	84,253	44,232	40,021	23,840	12,766	11,074	60,413	31,466	28,947
0 - 4	12,949	6,334	6,614	3,579	1,813	1,766	9,369	4,521	4,848
5 - 9	13,485	7,003	6,482	3,552	1,839	1,713	9,934	5,165	4,767
10 - 14	11,083	6,055	5,029	3,120	1,653	1,476	7,964	4,402	3,562
15 - 19	7,947	4,328	3,620	2,540	1,365	1,175	5,407	2,963	2,444
20 - 24	6,560	3,358	3,202	2,108	1,159	950	4,452	2,199	2,253
25 - 29	5,606	2,971	2,635	1,719	944	776	3,886	2,027	1,860
30 - 34	4,731	2,449	2,282	1,391	757	634	3,340	1,692	1,648
35 - 39	4,301	2,173	2,128	1,276	668	608	3,025	1,504	1,520
40 - 44	3,958	1,986	1,972	1,132	606	526	2,827	1,380	1,446
45 - 49	3,147	1,650	1,497	882	490	392	2,265	1,160	1,105
50 - 54	3,029	1,675	1,354	796	459	337	2,233	1,215	1,018
55 - 59	1,641	879	762	424	242	182	1,217	637	579
69 - 64	2,256	1,327	929	549	327	222	1,707	1,000	707
65 - 69	1,003	567	436	232	135	97	770	432	339
70 - 74	1,175	688	487	261	152	109	914	536	378
75 & above	1,383	792	592	281	160	121	1,103	632	471

Source: Population Census Organization.

Table - 1.B.8

Islamic Republic of Pakistan: Basic Data

1. Estimated Total (1986)	99.0	million
2. Annual Rate of Growth (1972-85)	2.9%	p.a
3. Adult Literacy Rate (1985)	24%	
4. Urban Literacy Rate	44%	
Male	55%	
Female	37%	
5. Rural Literacy Rate	15%	
Male	26%	
Female	7%	

B. ENROLLMENTS (1984/85) 1/

LEVEL AND AGE GROUP	Grade	Total	Male	Female	%Female
1. Primary (5-9)	I-V	6,931.9	4,667.3	2,264.6	32.7
Punjab		4,036.5	2,497.8	1,538.7	38.1
Sind		1,652.7	1,153.4	497.3	30.1
N.W.F.P.		943.5	764.6	178.9	19.0
Baluchistan		301.2	251.5	49.7	16.5
2. Secondary (10-14)	VI-X	2,755.6	2,130.4	625.2	22.7
3. Higher (14+)	X+	548.4	392.3	156.0	28.5
Arts & Science Collages		409.1	279.3	129.8	31.7
Professional Colleges		88.8	71.1	17.7	19.9
Universities		50.5	41.9	8.6	17.0

C. PRIMARY LEVEL PARTICIPATION RATES (1982) 2/

	Both Sexes	Boys	Girls
PAKISTAN	48	63	32
Rural	40	58	20
Urban	72	77	68
Punjab	46	56	36
Sind	42	54	30
NWFP	35	50	21
Baluchistan	20	31	8

D. PUBLIC EXPENDITURE ON EDUCATION (1985)

1. As percent of GDP	1.73%
2. As percent of total government expenditure	8.80%
3. As percent of Public Sector Outlays	
Sixth FYP (Allocations) 1983-1988	6.50%

E. RECURRENT EXPENDITURE ON EDUCATION BY PROVINCE (1983)

	Baluchistan	Sind	Punjab	NWFP
Recurrent Education expenditure as % of revenue expenditure	13.1	24.7	24.9	22.2
Recurrent Primary expenditure as % of revenue expenditure	5.6	11.1	12.8	-
Recurrent Primary expenditure as % of revenue education expenditure	42.4	45.1	51.3	-

Source : The World Bank Third Primary Education Project Report (1987).

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Table - 1.B.9

Progress since Independence

Population	1947-48 32M*	1982-83 88M	Ratio 2.75 times
A. NO. OF INSTITUTIONS			
1. Primary	8413	73782	8.8 times
2. Middle	2190	6402	3.0 times
3. High	408	4221	10.3 times
4. Colleges	40	514	12.8 times
5. Universities	2	20	10.0 times
B. ENROLMENT			
1. Primary	0.77M	6.754M	8.8 times
2. Middle	0.21M	1.723M	8.2 times
3. High	0.05M	0.688M	13.8 times
4. Colleges	0.0135M	0.387M	28.6 times
5. General Universities	644	1700M	26.0 times

** M stands for Million*

Source : The Sixth Five Year Plan 1983-88 and Pakistan Economic Survey (1982-83).

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Table - I.B.10

Literacy Ratios of Population by Sex, Region and Urban/Rural Areas, 1981 and 1972 Census

SEX	Total				Urban				Rural			
	1981		1972		1981		1972		1981		1972	
	15 & Above	10 & Above	10 & Above		15 & Above	10 & Above	10 & Above		15 & Above	10 & Above	10 & Above	
PAKISTAN												
Both Sexes	26.2	26.2	21.7		47.4	47.1	41.5		17.2	17.3	14.3	
Male	36.0	35.1	30.2		56.9	55.3	49.9		26.6	26.2	22.6	
Female	15.2	16.0	11.6		35.9	37.3	30.9		6.8	7.3	4.7	
Islamabad												
Both Sexes	51.9	51.8	40.1		63.0	63.3	67.3		34.5	33.8	26.5	
Male	64.4	63.1	53.2		71.8	71.3	72.7		51.7	49.6	41.8	
Female	36.0	37.5	22.7		50.8	52.7	58.2		14.8	15.9	8.3	
Punjab												
Both Sexes	27.3	27.4	20.7		47.2	46.7	38.9		19.6	20.0	14.7	
Male	37.5	36.8	29.1		57.2	55.2	47.8		29.7	29.6	22.9	
Female	15.9	16.8	10.7		35.4	36.7	28.0		8.6	9.4	5.2	
Sind												
Both Sexes	31.2	31.5	30.2		50.5	50.8	47.4		15.3	15.6	17.6	
Male	40.4	39.7	39.1		58.6	57.8	54.5		24.7	24.5	27.5	
Female	20.4	21.6	19.2		40.4	42.2	38.4		4.7	5.2	5.8	

SEX	Total				Urban				Rural			
	1981		1972		1981		1972		1981		1972	
	15 & Above	10 & Above	15 & Above	10 & Above	15 & Above	10 & Above	15 & Above	10 & Above	15 & Above	10 & Above	15 & Above	10 & Above
N.W.F.P.												
Both Sexes	17.3	16.7	14.5		37.1	35.8	33.7		13.6	13.2	11.0	
Male	27.5	25.9	23.1		49.7	47.0	44.7		22.8	21.7	19.0	
Female	6.3	6.5	4.7		21.3	21.9	19.9		7.7	3.8	2.2	
Baluchistan												
Both Sexes	10.9	10.3	10.1		33.4	32.2	32.3		6.4	6.2	5.6	
Male	16.4	15.2	14.8		40.3	42.4	42.4		10.4	9.8	9.2	
Female	4.2	4.3	4.2		17.9	18.5	19.2		2.0	1.8	1.3	
F.A.T.A												
Both Sexes	--	6.4	4.9		--	--	--		--	6.4	--	
Male	--	10.9	--		--	--	--		--	10.9	--	
Female	--	0.8	--		--	--	--		--	0.8	--	

Source: Population Census Organization.
FATA: Federally Administered Tribal Areas (not available)

Table - I.B.11

Enrolment in Educational Institutions by Kind, Level and Sex

YEAR	Primary Stage (I-V) (000 No.)		Middle Stage (VI-VIII) (000 No.)		High Stage (IX-X) (000 No.)		Secondary Vocational (000 No.)		Arts & Science Colleges (000 No.)		Professional Colleges (Number)		Universities (Number)	
	Total	Female	Total	Female	Total	Female	Total	Female	Total	Female	Total	Female	Total	Female
1947-48	770	110	221	21	58	7	4	1	14	1	4,368	327	644	56
1948-49	830	120	225	24	59	7	4	2	17	1	4,517	349	690	64
1949-50	920	120	250	24	57	8	5	2	21	2	4,925	394	737	71
1954-55	1,550	240	332	45	109	15	11	3	43	6	8,082	833	1,998	49
1959-60	1,890	370	422	63	149	23	13	3	76	12	12,434	1,851	1,092	778
1960-61	2,060	430	449	67	160	27	15	6	71	12	12,921	1,929	5,084	1,009
1961-62	2,270	480	461	75	161	23	19	8	72	14	13,950	2,265	7,214	1,335
1962-63	2,490	530	491	82	209	38	20	8	94	18	14,906	2,470	9,464	1,679
1963-64	2,750	570	576	119	217	54	23	7	119	21	17,677	2,661	9,049	1,945
1964-65	3,050	700	624	128	222	46	21	6	127	24	17,372	2,990	13,221	2,730
1965-66	3,160	750	689	149	244	49	21	5	139	28	19,061	2,919	13,420	2,979
1966-67	3,380	790	763	169	273	55	22	7	148	32	19,840	3,121	12,807	2,522
1967-68	3,750	990	793	164	275	50	24	8	153	34	25,000	3,500	15,903	2,993
1968-69	3,830	1,010	846	170	296	56	24	8	159	40	30,081	3,899	13,087	2,665
1969-70	3,910	1,030	899	175	337	62	29	9	175	45	33,633	4,219	15,475	3,298
1970-71	3,960	1,040	933	178	336	67	35	10	199	50	37,245	4,612	17,057	3,703
1971-72	4,210	1,110	963	196	366	71	40	12	186	49	36,182	4,970	17,507	3,878
1972-73	4,450	1,270	1,041	232	390	81	59	6	186	47	37,596	6,450	18,687	4,212
1973-74	4,810	1,370	1,096	247	418	78	40	14	193	53	42,483	6,768	19,081	4,134
1974-75	4,971	1,430	1,196	279	462	100	42	14	208	58	44,734	8,086	21,396	4,500
1975-76	5,319	1,549	1,247	294	493	106	31	9	211	53	56,140	8,785	22,772	5,121
1976-77	5,611	1,591	1,298	309	509	116	29	8	223	66	56,932	9,541	37,711	8,968
1977-78	5,015	1,598	1,304	317	506	123	26	7	221	72	62,113	10,766	41,130	6,998
1978-79	5,131	1,630	1,301	327	479	124	29	7	233	75	67,296	11,986	38,623	6,000
1979-80	5,213	1,676	1,391	345	476	125	35	7	253	78	72,479	13,206	41,810	5,712

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YEAR	Primary Stage (I-V) (000 No.)		Middle Stage (VI-VIII) (000 No.)		High Stage (IX-X) (000 No.)		Secondary Vocational (000 No.)		Arts & Science Colleges (000 No.)		Professional Colleges (Number)		Universities (Number)	
	Total	Female	Total	Female	Total	Female	Total	Female	Total	Female	Total	Female	Total	Female
1980-81	5,474	1,782	1,412	359	509	130	40	7	270	87	55,897	8,519	42,688	7,113
1981-82	5,741	1,896	1,494	389	543	135	45	8	283	94	57,602	9,109	47,573	8,483
1982-83	6,179	2,010	1,494	389	578	141	49	8	297	101	58,587	9,219	48,912	7,851
1983-84	6,860	2,174	1,730	424	606	146	53	8	355	111	56,276	9,314	50,418	7,816
1984-85*	6,828	2,252	1,805	446	645	160	57	8	373	117	59,169	9,742	54,031	8,407
1985-86	7,049	2,365	1,910	516	667	177	59	9	400	126	68,317	13,817	59,891	8,801
1986-87E	7,368	2,458	2,003	545	690	185	61	10	411	130	72,317	15,813	61,319	9,523
1987-88E	7,687	2,551	2,096	574	713	193	63	11	425	135	77,465	17,892	65,340	9,786

E: Estimated

* *Partially estimated.*

Sources: 1) Central Bureau of Education. 2) University Grands Commission.

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Table - 1.B.12

(No. in thousands)

Province-wise Enrolment by Level and Sex as on June, 1983

PROVINCE		PRIMARY* SCHOOLS		MIDDLE* SCHOOLS		SECONDARY* SCHOOLS		INTER COLLEGES**		DEGREE COLLEGES**	
		F	T	F	T	F	T	F	T	F	T
Punjab	T	1361	3650	266	1004	100	400	6.7	19	44.7	134.3
	U	665	1340	216	576	91	298	--	--	--	--
	R	696	2310	50	428	9	102	--	--	--	--
Sind	T	495	1681	142	427	0.5	180.3	6.2	16.6	41	120
	U	385	965	138	332	60.2	158	--	--	--	--
	R	110	716	4	95	0.3	22.3	--	--	--	--
N.W.F.P	T	152	824	22	164	10	68	2.2	16.1	0.9	5.8
	U	57	170	17	61	9	31	--	--	--	--
	R	96	654	5	103	1	37	--	--	--	--
Baluchistan	T	38	190	6	30	2	11	1.2	4.9	12.7	53.2
	U	13	43	4	15	1.5	6.5	--	--	--	--
	R	25	147	2	15	0.5	4.5	--	--	--	--
Federal	T	30	188	12.2	43	2.6	14	1.0	5.1	5.1	12.6
Area	U	12.5	29	6.5	14.5	2.1	5.1	--	--	--	--
	R	17.5	159	5.7	28.5	0.5	8.9	--	--	--	--
A.J.K	T	70	221	15	55	3	15	--	--	--	--
	U	14	32	10	22	2	7	--	--	--	--
	R	56	189	5	33	1	8	--	--	--	--
Total:-	T	2146	6754	463	1723	177	668	17.3	61.7	104.4	325.9
	U	1146	1579	391	1020	165	505	--	--	--	--
	R	1000	4175	72	703	12	183	--	--	--	--

*Source: * Planning Commission, Islamabad and **Central Bureau of Education, Islamabad.*
Note: T: Total, U: Urban R: Rural, F: Female.

Table - 1.B.12 (a)

Province-wise Number of Teachers by Level and Sex as on June, 1983

PROVINCE	PRIMARY* SCHOOLS		MIDDLE* SCHOOLS		SECONDARY* SCHOOLS		INTER COLLEGES		DEGREE COLLEGES	
	F	T	F	T	F	T	F	T	F	T
Punjab	33271	95997	12524	37153	12565	41677	680	1596	1739	5781
Sind	15602	48447	2634	6211	7069	16591	186	541	1060	3271
N.W.F.P	4571	18669	1336	6984	1511	11345	53	230	184	984
Baluchistan	1155	6529	460	3460	656	3122	24	159	59	397
Federal Areas	1795	7079	429	2822	1636	5832	65	285	361	855
TOTAL:	56394	176721	17383	56630	23437	78567	1008	2811	3403	11252

Sources: Central Bureau of Education, Islamabad.

Table - 1.B.13

Enrolment of Primary Stage by Province/Area and Sex
for the Years 1985 - 1986 and 1986 - 1987

GRADE/ CLASS & SEX	N.W.F.P		PUNJAB		SIND		BALUCHISTAN		F.A.T.A		F.A.N.A		TOTAL	
	1985-86	1986-87	1985-86	1986-87	1985-86	1986-87	1985-86	1986-87	1985-86	1986-87	1985-86	1986-87	1985-86	1986-87
TOTAL	1029000	1077074	4145881	4329421	1462956	1531259	296820	310625	81536	85304	32866	34447	7049059	7368130
Boys	803000	841052	2560559	2682625	965518	1015177	253941	265963	75339	78828	25294	26693	4683651	4910328
Girls	226000	236022	1585322	1646806	497438	516082	42879	44662	6197	6476	7572	7754	2365408	2457802
CLASS I	498000	515238	1319306	1393200	545021	575603	141869	149843	26637	28045	8396	9084	2529229	2671013
Boys	370000	390286	722833	761533	391503	413004	121834	128655	23500	24735	6347	6907	1636017	2725120
Girls	118000	124952	596473	631667	153518	162599	20035	21188	3137	3310	2049	2177	893212	945893
CLASS II	176000	161284	889034	915865	140601	144841	59713	61447	18237	18886	7515	7717	1291100	1330040
Boys	138000	141303	572772	583207	26691	25048	51681	52977	16739	17323	5055	6001	811738	825859
Girls	38000	39981	316262	332658	113910	119793	8032	8470	1498	1563	1660	1716	479362	504181
CLASS III	143000	149533	736751	770775	312872	27425	40906	42799	14723	15363	6496	6958	1254748	1312853
Boys	113000	118078	471217	492318	221512	231609	34961	36583	13862	14452	4989	5380	859541	898420
Girls	30000	31455	265534	278457	91360	95816	5945	6216	861	911	1507	1578	395207	414433
CLASS IV	120000	124692	656393	682158	252674	262627	32083	33333	3175	13692	5525	5839	1079850	1122341
Boys	97000	102613	430198	465046	177558	190511	27124	28568	12820	13248	4283	4661	748883	804647
Girls	23000	22079	226195	217112	75116	72116	4959	4765	455	444	1242	1178	330967	317694
CLASS V	102000	106327	544397	567423	211788	220763	22249	23203	8764	9318	4934	4849	894132	931883
Boys	85000	88772	363539	380511	149254	155005	18341	19180	8518	9070	3820	3744	627472	656282
Girls	17000	17555	160858	186912	63534	65758	3908	4023	246	248	1114	1105	266660	275601

Note: The data for the year 1986-87 is estimated.
Source: Central Bureau of Education, Islamabad.

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Table 1.B.14

Primary Education: Participation Rates

	1950-60	1964-65	1969-70	1977-78	1982-83	1987-88 Projected
TOTAL	26	28	40	54	48	75
MALE	42	44	60	73	63	90
FEMALE	9	11	19	33	32	60

SSource: Chapter 18: Sixth Five Year Plan

Table 1.B.15

Growth of Primary Education in Pakistan 1947-48 to 1983-83

YEAR	PRIMARY SCHOOLS	TOTAL ENROL-MENT ('000)	FEMALE ENROL-MENT ('000)	TEACHERS ('000)
1947-48	8,413	770	110	17.8
1959-60	17,901	1,890	370	44.8
1969-70	41,290	3,910	1,030	992.0
1974-75	51,744	4,980	1,430	125.5
1977-78	53,851	5,015	1,661	135.3
1978-79	54,544	5,131	1,730	137.3
1979-80	55,235	5,213	1,800	139.3
1983-84	74,000	6,701	2,146	176.0

Source: Ministry of Education, Pakistan Education Statistics (1947-1979), Islamabad.

Table 1.B.16

Masjid / Mosque Schools Established up to 1987

AREA	NO. OF MOSQUE SCHOOLS.	NO. OF TEACHERS	ENROLMENT
PAKISTAN (TOTAL)	21,983	22798	T - 625055 M - 456900 F - 168155
PUNJAB	9,423	6363	T - 209369 M - 175027 F - 52342
SIND	7,375	7375	T - 226523 M - 166519 F - 60004
N.W.F.P	3,192	6384	T - 128075 M - 128075 F - .....
BALUCHISTAN	1,993	2176	T - 61088 M - 57279 F - 3809

Table 1.B.17

Statement Showing Number of Mohallah Schools

S.NO.	PROVINCE	NO. OF MOHALLAH SCHOOLS	ENROLMENT MALE	FEMALE	TOTAL
1.	PUNJAB	320	--	6400	6400
2.	SIND	145	--	3233	3233
3.	N.W.F.P	89	--	2155	2155
4.	BALUCHISTAN	--	--	--	--
5.	FEDERAL AREA	16	--	961	961
	TOTAL:-	570	--	12749	12749

Table 1.B.18

Province -wise Progress Report of Nai Roshani Schools Project as on 31-01-1988

(a) Number of schools established and enrolment.

SR. NO.	AREA	TARGET	NO. OF N.R. SCHOOLS ESTABLISHED MALE	FEMALE	TOTAL	NO. OF STUDENTS ENROLLED MALE	FEMALE	TOTAL
1.	Punjab	11816	5609	2000	7609	144293	59415	203708
2.	Sind	4976	2775	833	3608	68633	23229	91862
3.	N.W.F.P	2893	1757	351	2107	46490	10572	57062
4.	Baluchistan	1160	805	155	960	19451	4143	23594
5.	A.J. & K	519	279	90	369	6598	2278	8876
6.	F.A.T.A.	486	231	5	236	6602	137	6739
7.	N.A.	150	76	45	121	1799	1182	2981
	TOTAL :-	22000	11532	3479	15010	293866	100956	394822

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Table 1.B.19

Government Expenditure on Education by Level

(RS. IN MILLION)

YEAR	TOTAL EXPEND-ITURE	PRIMARY EDU-CATION	SECOND-ARY EDU-CATION	COLLEGE EDU-CATION	UNIVERSI-TY EDU-CATION	TECHNI-CAL EDU-CATION	TEACHER EDU-CATION	OTHER ITEMS (e)	DEVELOP-MENT EX-PENDITURE	NON-DEVEL-OPMENT EX-PENDITURE
1947-48	30.4	11.0	5.4	(a)	1.9	(b)	8.0	4.1	--	--
1948-49	44.5	20.0	8.4	(a)	3.3	(b)	7.0	5.7	--	--
1949-50	43.9	20.8	9.6	(a)	6.5	(b)	1.3	5.7	--	--
1954-55	94.5	41.7	17.1	(a)	19.0	(b)	3.0	13.7	--	..
1959-60	163.8	60.2	34.4	17.7	15.2	4.0	7.1	25.2	48.0	115.8
1960-61	193.1	65.3	47.2	23.4	18.1	5.3	2.1	31.7	38.1	155.0
1961-62	272.6	82.2	62.8	35.0	35.1	13.4	5.2	38.9	62.4	210.2
1962-63	346.3	91.0	68.2	43.9	52.3	26.7	6.7	57.5	123.1	223.3
1963-64	399.7	117.2	59.3	31.9	40.1	39.9	10.0	101.3	142.7	257.0
1964-65	450.9	137.0	63.3	33.1	47.9	46.7	10.3	112.6	160.4	290.5
1965-66	509.2	147.2	67.3	38.2	43.1	42.2	12.7	157.0	177.5	331.7
1966-67	440.0	152.1	75.1	35.0	36.1	30.3	12.3	98.4	106.2	333.8
1967-68	513.6	161.9	75.6	43.0	40.6	40.5	13.7	138.3	160.9	352.7
1968-69	553.0	168.9	79.6	46.4	44.2	47.4	14.2	152.3	185.4	367.6
1969-70	578.7	196.8	91.8	49.6	44.7	46.7	16.5	132.6	170.1	408.6
1970-71	789.9	221.9	93.8	45.3	92.0	81.9 (c)	24.4 (d)	230.6	309.5	480.4
1971-72	796.8	275.3	103.7	49.8	69.3	79.8 (c)	20.0 (d)	198.9	201.3	595.5
1972-73	1,000.7	315.4	113.5	85.6	81.8	79.9 (c)	15.9 (d)	309.4	277.2	723.5
1973-74	1,269.3	399.2	189.7	166.8	107.9	152.0 (c)	17.7 (d)	236.4	340.6	928.7
1974-75	1,744.5	451.5	290.0	162.3	124.0	191.8 (c)	29.5 (d)	495.4	523.4	1,221.1
1975-76	2,482.2	767.3	431.3	249.4	174.3	326.1 (c)	38.5 (d)	501.3	751.1	1,731.1
1976-77	2,802.6	853.1	577.9	274.4	210.7	338.5 (c)	42.2 (d)	505.4	782.3	2,020.3

YEAR	TOTAL EXPEND-ITURE	PRIMARY EDU-CATION	SECOND-ARY EDU-CATION	COLLEGE EDU-CATION	UNIVERSI-TY EDU-CATION	TECHNI-CAL EDU-CATION	TEACHER EDU-CATION	OTHER ITEMS (e)	DEVELOP-MENT EX-PENDITURE	NON-DEVEL-OPMENT EX-PENDITURE
1977-78	3,300.7	823.6	464.7	672.4	258.0	323.1 (c)	58.5 (d)	700.4	855.0	2,445.7
1978-79	3,875.9	1,305.1	731.7	367.8	324.2	515.2 (c)	73.3 (d)	558.6	1,067.0	2,808.9
1979-80	4,153.5	1,604.4	820.4	387.5	426.2	518.7 (c)	71.0 (d)	325.3	1,060.7	3,093.3
1980-81	4,619.1	1,570.0	918.8	427.6	459.2	546.5 (c)	57.4 (f	689.1	1,240.5	3,378.6
1981-82	5,602.2	1,820.0	986.9	493.0	611.3	748.8 (c)	83.5 (f)	657.9	1,687.4	3,914.6
1982-83	6,469.5	2,092.1	1,256.0	642.0	665.5	952.7 (c)	100.3 (f)	760.9	1,940.5	4,528.0
1983-84	7,542.3	2,544.0	1,599.0	784.3	759.3	1,006.1 (c)	96.0 (f)	766.6	1,715.4	5,826.9
1984-85	10,224.3	3,284.1	2,375.1	1,034.0	936.5	1,094.9 (c)	302.5 (f)	1,197.2	2,446.1	7,778.2
1985-86	12,644.8	3,915.9	2,770.9	1,139.9	1,159.2	1,659.8 (c)	309.8 (f)	1,689.3	3,255.0	9,389.8
1986-87(E	14,880.8	4,564.1	3,406.1	1,347.9	1,317.4	1,946.3 (c)	402.7 (f)	1,896.1	3,712.0	11,168.8
1987-88(E	17,512.2	5,319.6	4,187.3	1,593.9	1,497.3	2,282.2 (c)	523.4 (f)	2,108.5	4,233.3	13,278.9

.. *Not available*
E: estimated.
Sources: 1) Central Bureau of Education. 2) Ministry of Education, Islamabad.

Table 1.B.20

Physical Achievements During Past 5 Years Plans

	Unit	First Plan (1955-60)	Second Plan (1960-65)	Third Plan (1965-70)	Non-Plan Period (1970-78)	Fifth Plan (1978-83)	Sixth Plan tgts (1983-88)
A. PRIMARY EDUCATION:							
No of Primary Schools in last year of Plan	Number	17900	32589	40600	55502	73782 (including 8200 mosque schools)	114,137 (including 40,000 mosque schools)
During the Plan Period, Primary schools opened.	Number	2442	18000	5000	15212	18106 (including 8200 mosque schools)	44,198
During the Plan Period Primary schools improved	Number	-	1600	7750	19060	10682	24,850
Enrolment in Class-V in the last year of	(T) (in 000)	1950	3100	3820	5455	6754	12,354
the Plan.	(M)	1600	2400	2800	3766	4608	7,712
	(F)	350	700	1020	1689	2146	4,642
Additional enrolment Class I-V by the end of Plan Period.	Number (in 000)	285	1250	720	1655	1299	5,600
Participation rate in the last year of the Plan	(T)	26	28	40	50	48	75
	(M)	42	44	60	66	63	90
	(F)	9	11	19	32	32	60
TOTAL FINANCIAL OUTLAY/PERCENTAGE OF TOTAL PUBLIC SECTOR OUTLAY							
	Million Rupees	23	19	25	444	1413	7000
	Percentage	4.8%	4.4%	4.3%	4.6%	3.7%	6.5%

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UPE & Literacy: Diagnostic and Planning Model
Pakistan (Optimistic Case)
Table AB-1-1: Population and Growth Rate (%)

YEAR	POPULATION ('000) 1960	1970	1980	1990	2000	GROWTH RATE (%) 1960-70	1970-80	1980-90	1990-2000
TOTAL	50,093	65,706	87,173	112,503	141,228	2.75%	2.87%	2.58%	2.30%
POP.0-14 YEARS	21,905	30,416	39,256	47,382	55,361				
(%)	43.7%	46.3%	45.0%	42.1%	39.2%				
POP. +15 YEARS	28,188	35,290	47,917	65,121	85,867				
(%)	56.3%	53.7%	55.0%	57.9%	60.8%				
POP.0-24 YEARS	30,420	42,525	56,955	70,868	84,780				
(%)	60.7%	64.7%	65.3%	63.0%	60.0%				
POP.0-4 YEARS	9,190	12,129	15,238	17,326	19,415	2.81%	2.31%	1.29%	1.14%
(%)	30.2%	28.5%	26.8%	24.8%	22.9%				
POP.5-9 YEARS	7,442	9,915	12,722	15,687	18,652	2.91%	2.52%	2.12%	1.75%
(%)	24.5%	23.3%	22.3%	22.2%	22.0%				
POP.10-14 YEARS	5,273	8,372	11,296	14,296	17,295	4.73%	3.04%	2.38%	1.92%
(%)	17.3%	19.7%	19.8%	20.1%	20.4%				
POP.15-19 YEARS	4,479	7,112	9,631	12,742	15,834	4.73%	3.00%	2.84%	2.21%
(%)	14.7%	16.7%	16.9%	17.8%	18.7%				
POP.20-24 YEARS	4,037	4,997	8,068	10,816	13,565	2.16%	4.91%	2.97%	2.29%
(%)	13.3%	11.8%	14.2%	15.1%	16.0%				
PRIM-SCH-AGE-POP	442	9,915	12,722	15,847	18,971				
ys 0-14 pop.	34.0%	32.6%	32.4%	33.3%	34.3%				

Table AB-1-2 : Illiterates 15+ and Illiterate Rate (%)

Year	1960	1970	1980	1990	2000
ILLITERATES 15+	24,500	28,014	33,999	26,359	8,587
ILLIT.RATE (%)	86.9%	79.4%	71.0%	40.5%	10.0%

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Table AB-1-3 : Primary Enrollment and Out-of-School
Gross & Net Enrollment (Primary) Ratios

Year	1960	1970	1980	1990	2000
PRIMARY ENROLMENT	2,793	3,993	5,474	11,653	17,833
GER PRIMARY	37.5%	40.3%	43.0%	68.5%	94.0%
NER PRIMARY	31.9%	34.2%	36.4%	57.1%	77.8%
OUT-OF-SCHOOL	5,065	6,527	8,091	6,000	4,217

Table AB-1-4 : First Graders, Survival Rate and Drop-out

Year	1960	1970	1980	1990	2000
EST.% 1stGRADER	34.0%	32.0%	30.0%	27.5%	25.0%
1ST GRADE ENROL	950	1,278	1,642	3,205	4,458
SURVIVAL RATE %	37.3%	41.5%	46.5%	68.3%	90.0%
AD.ANNUAL DROP_OU	530	671	813	948	732

Table AB-1-5: Results for Planning Implications
Planning Implications

YEARS	1960-2000	1970-2000	1980-2000	1990-2000	
ANNUAL LITERACY TARGET WHEN THERE IS:					
A)ONLY ILL.15+	613	934	1,700	2,636	-
B)+OUT-OF-SCHOOL	1,513	2,200	3,332	4,659	-
C)+DROP-OUT	1,901	2,730	4,003	5,472	-
ADDITIONAL LITERACY TARGET (%)					
SCENARIOS B vs A	247%	236%	196%	177%	-
SCENARIOS C vs A	310%	292%	235%	208%	-

UPE & Literacy: Diagnostic and Planning Model
Pakistan (Trend Case)
Table AB-1.1-1 Population and Growth Rate (%)

Year	1960	1970	1980	1990	2000	1960-70	1970-80	1980-90	1990-2000
TOTAL	50,093	65,706	87,173	112,503	141,228	2.75%	2.87%	2.58%	2.30%
POP.0-14 YEARS	21,905	30,416	39,256	47,382	55,361				
(%)	43.7%	46.3%	45.0%	42.1%	39.2%				
POP. +15 YEARS	28,188	35,290	47,917	65,121	85,867				
(%)	56.3%	53.7%	55.0%	57.9%	60.8%				
OP.0-24 YEARS	30,420	42,525	56,955	70,868	84,780				
(%)	60.7%	64.7%	65.3%	63.0%	60.0%				
POP. 0-4 YEARS	9,190	12,129	15,238	17,326	19,415	2.81%	2.31%	1.29%	1.14%
(%)	30.2%	28.5%	26.8%	24.8%	22.9%				
POP. 5-9 YEARS	7,442	9,915	12,722	15,687	18,652	2.91%	2.52%	2.12%	1.75%
(%)	24.5%	23.3%	22.3%	22.2%	22.0%				
POP.10-14 YEARS	5,273	8,372	11,296	14,296	17,295	4.73%	3.04%	2.38%	1.92%
(%)	17.3%	19.7%	19.8%	20.1%	20.4%				
POP.15-19 YEARS	4,479	7,112	9,631	12,742	15,854	4.73%	3.08%	2.84%	2.21%
(%)	14.7%	16.7%	16.9%	17.8%	18.7%				
OP.20-24 YEARS	4,036	4,997	8,068	10,816	13,565	2.16%	4.91%	2.97%	2.29%
(%)	13.3%	11.8%	14.2%	15.1%	16.0%				
PRIM-SCH-AGE-POP	7,442	9,915	12,722	15,847	18,971				
ys 0-14 pop.	34.0%	32.6%	32.4%	33.3%	34.3%				
	(6-10)		(5-9)						

Table AB 1.1-2 Illiterates 15+ and Illiterate Rate (%)

Year	1960	1970	1980	1990	2000
ILLITERATES15+	24,500	28,014	33,999	40,035	44,651
ILLIT.RATE(%)	86.9%	79.4%	71.0%	61.5%	52.0%

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Table AB 1.1-3 Primary Enrollment and Out-of-School
Gross & Net Enrollment (Primary) Ratios

Year	1960	1970	1980	1990	2000
PRIMARY ENROLMENT	2,793	3,993	5,474	7,764	10,055
GER PRIMARY	37.5%	40.3%	43.0%	48.0%	53.0%
NER PRIMARY	31.9%	34.2%	36.4%	40.5%	44.5%
OUT-OF-SCHOOL	5,065	6,527	8,091	9,436	10,529

Table AB 1.1-4 First Graders, Survival Rate and Drop-out

Year	1960	1970	1980	1990	2000
EST.% 1st GRADER	34.0%	32.0%	30.0%	27.5%	25.0%
1st GRADE ENROL.	950	1,278	1,642	2,135	2,514
SURVIVAL RATE (%)	37.3%	41.5%	46.5%	53.3%	60.0%
AV.ANNUAL DROP-OUT	530	671	813	938	1,002

Table AB 1.1-5 Results for Planning Implications
Planning Implications

YEARS	1960-2000	1970-2000	1980-2000	1990-2000	
ANNUAL LITERACY TARGET WHEN THERE IS:					
A)ONLY ILL.15+	613	934	1,700	4,003	-
B)+ OUT-OR-SCHOOL	1,513	2,200	3,332	6,026	-
C)+ DROP-OUT	1,901	2,730	4,003	6,839	-
ADDITIONAL LITERACY TARGET (%)					
SCENARIOS B ys. A	247%	236%	196%	151%	-
SCENARIOS C ys. A	310%	292%	235%	171%	-

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